



COMPREHENSIVE

LAND USE PLAN

COUNCIL BLUFFS IOWA

JULY 1977

DEPARTMENT OF PLANNING
COUNCIL BLUFFS IOWA

OFFICE OF THE
CITY ENGINEER

The preparation of this report document was financed in part through the Department of Housing and Urban Development and local funds from the city of Council Bluffs.

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LAND USE PLAN

JUNE, 1977

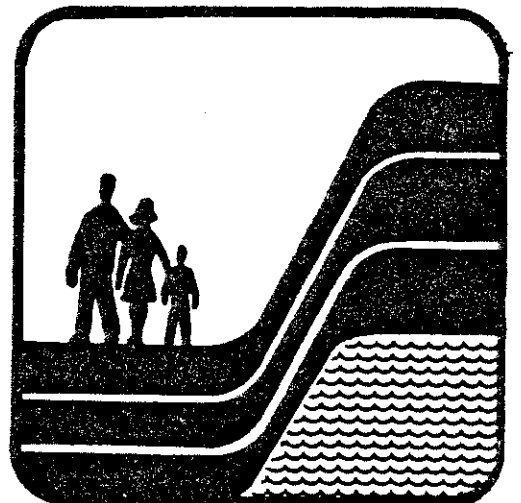
JUNE
prepared for:

1977

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COUNCIL BLUFFS, IOWA**

by:

**LAWRENCE · LEITER AND COMPANY
KANSAS CITY MISSOURI**



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July 11, 1977

Mr. Gene McKeown
Chairman, City Plan Commission

Mr. Leo Wilensky, Director
Department of Planning and
Community Development
City Hall
Council Bluffs, Iowa 51501

RE: Revised Comprehensive Land Use Plan

Gentlemen:

Pursuant to MAPA contract #CPA-77-03 specifying the work program for revising the Council Bluffs Comprehensive Land Use Plan, the work tasks have been completed; the findings and recommendations are included herein.

The report describing the findings and recommendations pertaining to the Revised Comprehensive Land Use Plan also includes a description of each of the City's eleven neighborhood planning areas and a statement of goals, policies, and objectives. This report has been prepared to offer Council Bluffs' decision-makers and neighborhood representatives a working document. It is the intent of the report to accomplish and improve the residential living environment in accordance with the respective City policies and objectives described herein.

The staff of Lawrence-Leiter and Company would like to extend its appreciation to you and the Commission/Department's staff for the courtesies extended to them during this project. The consulting staff has enjoyed working with the City and looks forward to the possibility of again working with the City.

Sincerely,

LAWRENCE-LEITER AND COMPANY



Kent B. Crippin
Vice President

TABLE OF CONTENTS

	<u>PAGE</u>
Letter of Transmittal	
Introduction	1
The Planning Process	2
Citizens Perspective	9
Revised Comprehensive Land Use Plan	17
Land Use Goals, Policies, Objectives	22
Housing	34
Neighborhood Development Plans	
Dodge-DeForest	37
Harrison-North Broadway	46
Iowa Western	54
Lewis Central	60
Lincoln Fairmont	65
Manawa	71
Skyline-Bennett	79
Southside	87
Twin City-Gifford	99
West End	106
Wilson/Meyer-Roberts	115
Appendix	A-1

LIST OF MAPS

Map 1 -- Neighborhood Boundaries	3
Map 2 -- Problems, City of Council Bluffs	5
Map 3 -- Assets, City of Council Bluffs	7
Map 4 -- Attitude Survey Areas	10
Map 5 -- Land Use Plan, City of Council Bluffs	21
Map 6 -- Problems; Dodge-DeForest	40
Map 7 -- Assets; Dodge-DeForest	41
Map 8 -- Development Plan; Dodge-DeForest	43
Map 9 -- Assets; Harrison-North Broadway	48
Map 10 -- Problems; Harrison-North Broadway	49
Map 11 -- Development Plan; Harrison-North Broadway	51
Map 12 -- Assets; Iowa Western	56
Map 13 -- Development Plan	47
Map 14 -- Problems; Lewis-Central	62
Map 15 -- Assets; Lewis-Central	63
Map 16 -- Development Plan; Lewis-Central	64

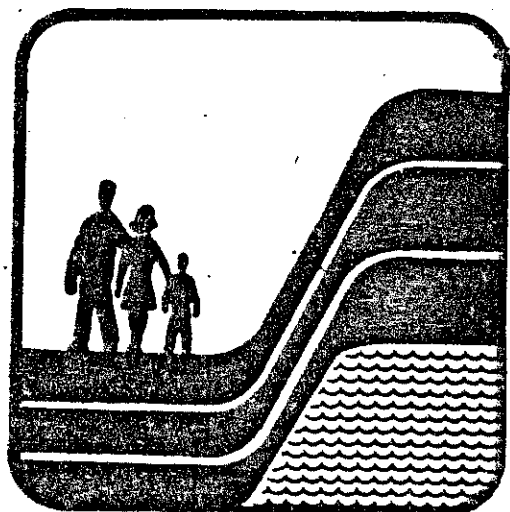
LIST OF MAPS (CONT.)PAGE

Map 17 -- Assets; Lincoln-Fairmont	67
Map 18 -- Development Plan; Lincoln-Fairmont	68
Map 19 -- Problems; Manawa	73
Map 20 -- Assets; Manawa	74
Map 21 -- Development Plan; Manawa	75
Map 22 -- Problems; Skyline-Bennett	81
Map 23 -- Assets; Skyline-Bennett	82
Map 24 -- Development Plan; Skyline-Bennett	84
Map 25 -- Problems; Southside	90
Map 26 -- Assets; Southside	92
Map 27 -- Development Plan; Southside	94
Map 28 -- Problems; Twin City-Gifford	101
Map 29 -- Assets; Twin City-Gifford	102
Map 30 -- Development Plan; Twin City-Gifford	103
Map 31 -- Problems; West End	108
Map 32 -- Assets; West End	110
Map 33 -- Development Plan; West End	112
Map 34 -- Problems; Wilson/Meyer-Roberts	118
Map 35 -- Assets; Wilson/Meyer-Roberts	119
Map 36 -- Development Plan; Wilson/Meyer-Roberts	121

LIST OF TABLES

1	Factors Impact On The Decision To Live In Neighborhood	11
2	Neighborhood Loyalties	12
3	Attitudes Existing In The City And Neighborhoods	14
4	Neighborhood Attitudes Toward Mobility	15
5	Neighborhood Housing Characteristics	36
6	Profile/Dodge-DeForest Neighborhood	45
7	Profile/Harrison-North Broadway Neighborhood	53
8	Profile/Iowa Western Neighborhood	59
9	Profile/Lincoln-Fairmont Neighborhood	70
10	Profile/Manawa Neighborhood	78
11	Profile/Skyline-Bennett Neighborhood	86
12	Profile/Southside Neighborhood	98
13	Profile/Twin City-Gifford Neighborhood	105
14	Profile/West End Neighborhood	114
15	Profile/Wilson/Meyer-Roberts Neighborhood	123

Introduction



INTRODUCTION

The City of Council Bluffs was interested in undertaking the preparation of a revised Comprehensive Land Use Plan utilizing the current plan prepared in late 1969 as a basis for revision. The Planning and Community Development Department of the City had determined that the plan needed revision and its preparation should be oriented to a planning process that incorporates citizen involvement in the formulation of planning objectives.

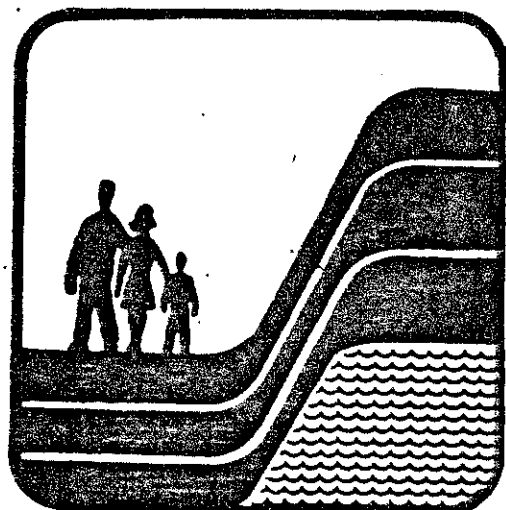
The current land use plan appears to have been prepared in a fashion indicative of early planning processes . . . accumulation and analysis of data and characteristics associated with the City's physical development. It is evident that many plans prepared in the '60's have not had an impact due to the inability of the plan to be understood by persons not involved in its preparation or, a lack of citizen involvement.

The evolution of public participation in the planning process has required that the planner, the city administrator, the elected official, and the public form a partnership in plan preparation. It has become imperative that the partnership be formed to integrate the wisdom of the administrator, the practicality and logic of the elected official, the technical knowledge of the planner, and the reality of the public's needs into the planning process. The result is a plan expressing the interest and needs of the total city.

The revised Comprehensive Land Use Plan for the City of Council Bluffs has been prepared utilizing the City's eleven neighborhoods and their residents as part of the team to formulate planning objectives and to create neighborhood development plans. The objectives and plans have formed a foundation upon which to prepare the City's revised Comprehensive Land Use Plan.

The text, graphics, and tabulations contained herein are the result of the working relationships established with the neighborhood residents, Plan Commission members, and City staff. The result is a plan understood and in conformance with neighborhood resident attitudes . . . more than just providing guideposts for community development. These factors, when combined with City and Plan Commission objectives, offer the opportunity for the Plan to function as a planning and management tool to maintain and improve the City's social, economic and physical environment.

The Planning Process



THE PLANNING PROCESS

The planning process is one that requires the cooperation and coordination of the planner, the elected and appointed public official, and the public. The comprehensive land use plan resulting from the planning process is a many-faceted document that integrates the ideas and desires of those involved.

The planning process recognized the ease with which the technical planner can prepare the plan based upon technical principles and a perception of the community's development/redevelopment needs and objectives. Comprehensive land use plans of the past have often been prepared in this manner. Very often they become documents in storage rather than documents in the hands of decision-makers and the public; thus, implementation is negligible and often is not realized.

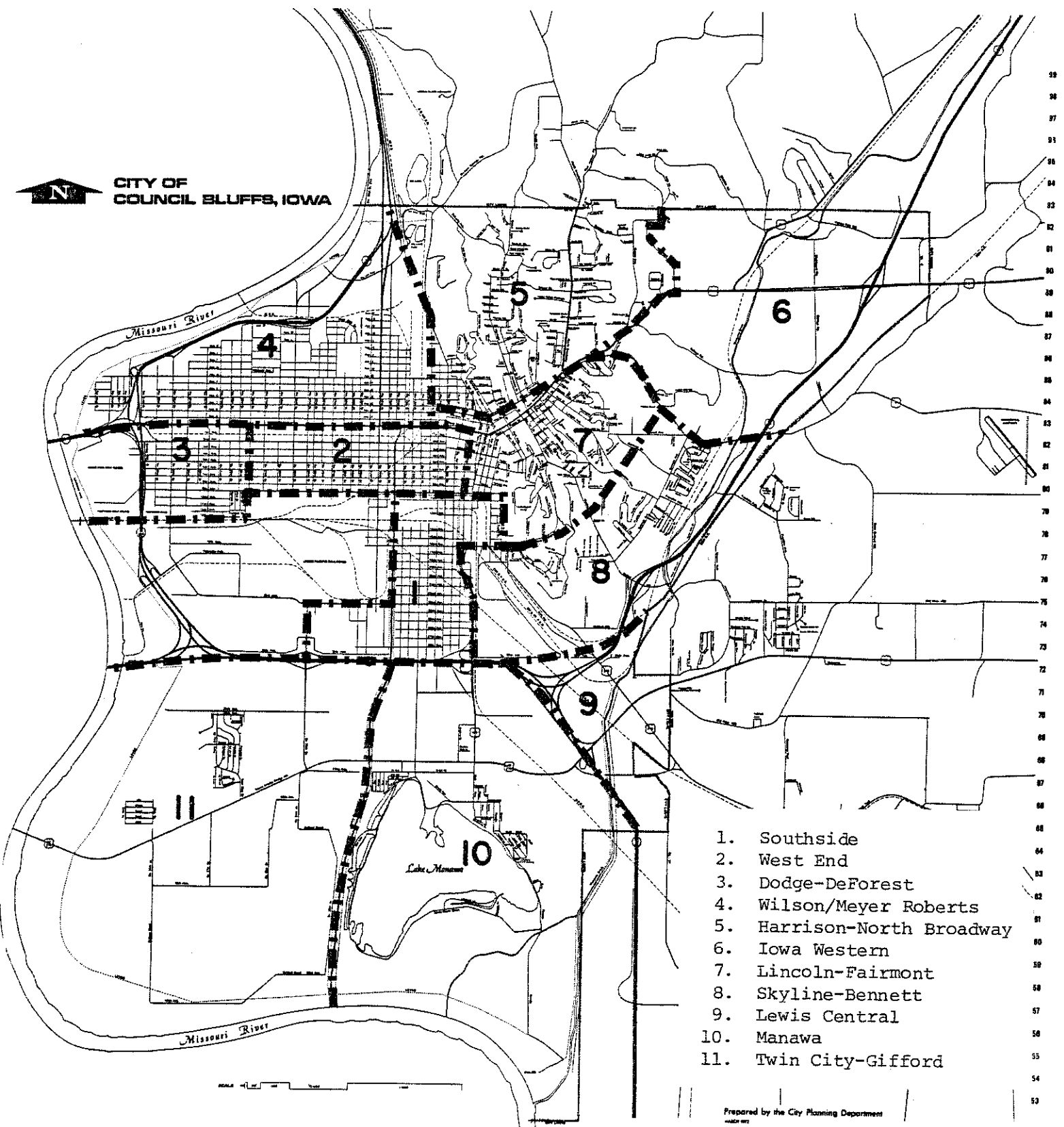
The comprehensive land use plan prepared in 1969 and adopted by the City appears to have been undertaken through the efforts of a technical planner's analyses and perception rather than an involvement of elected and appointed officials as well as the public. The process utilized revolves around communication with neighborhood residents, elected and appointed officials, and technical City staff. The communication process was primarily handled through meetings with the public in their own setting, the neighborhood. A summary of comprehensive planning activities since 1969 is included in the Appendix.

The neighborhood aspect of the planning process included the division of the City into eleven separate neighborhoods. The neighborhood designations are illustrated in Map 1, Neighborhood Planning Areas. The neighborhoods were designated as follows:

- | | |
|---------------------------|---------------------|
| o Dodge-DeForest | o Manawa |
| o Harrison-North Broadway | o Skyline-Bennett |
| o Iowa Western | o Southside |
| o Lewis-Central | o Twin City-Gifford |
| o Lincoln-Fairmont | o West End |
| o Wilson/Meyer-Roberts | |

Prior to meeting with each of the neighborhoods, an analysis of the perceived problems and assets was undertaken. The problems and assets were presented in a graphic format to be utilized as a basis for discussion with the neighborhood residents. The discussion focused upon those additional problems and assets as seen by the residents. Based upon the discussions, objectives and sub-objectives were set forth reflecting the attitudes and desires of the residents.

The problems and assets criteria are defined as follows:



MAP 1
NEIGHBORHOOD BOUNDARIES

PROBLEMS

The problems focused upon those physical characteristics of the neighborhood that encroach upon adjacent properties in a manner to decrease the desirability of a residential environment. The major problems as observed through field survey and analyses are described as follows:

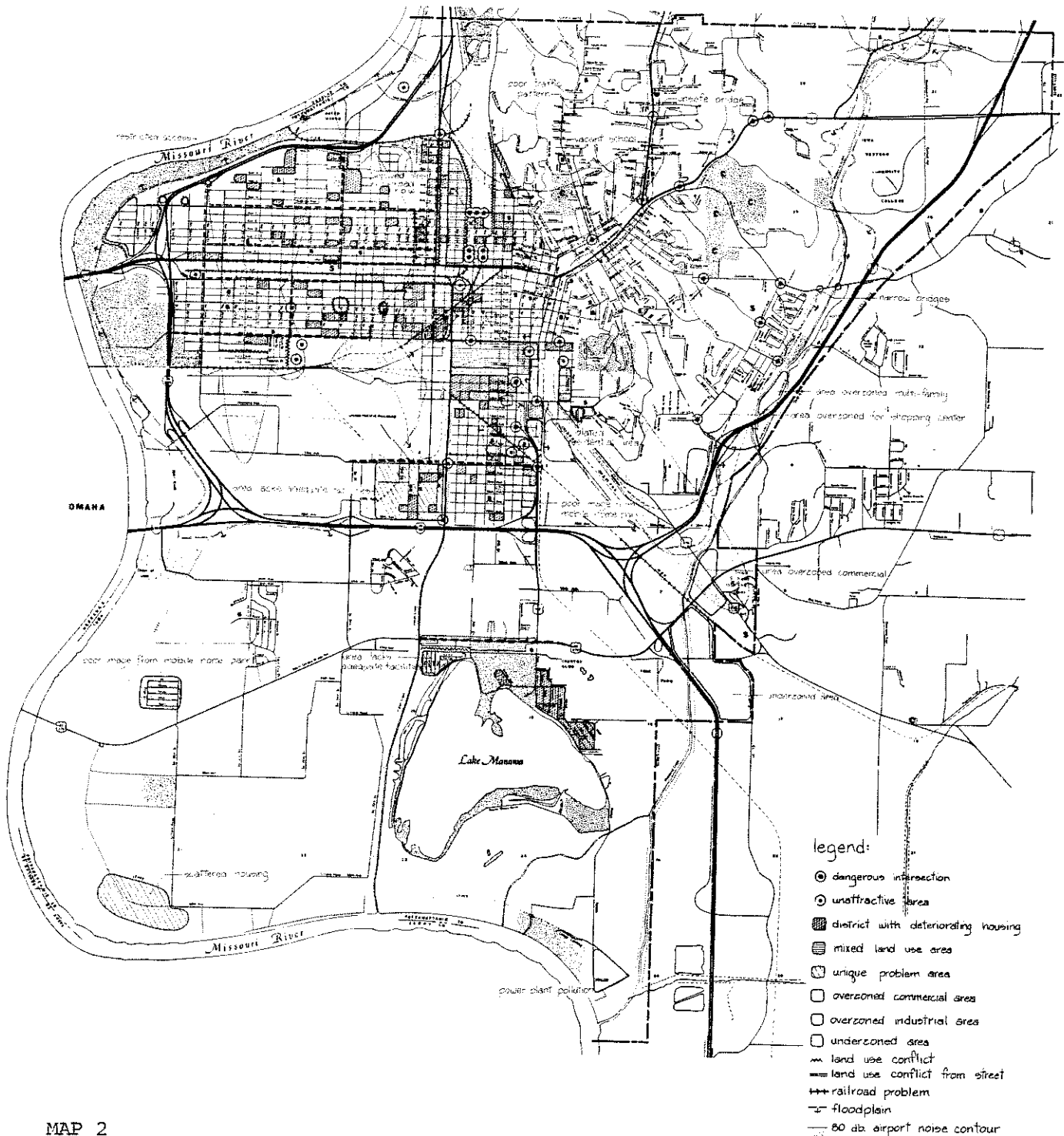
- o Areas Needing Maintenance. These problems indicate areas where there is deteriorating housing. Many neighborhoods have deteriorating housing adjacent to average or quality housing; the deterioration begins to encroach upon the adjacent areas and increases the opportunity for its spread. Properties lacking general maintenance also contribute to neighborhood problems and the spread of deterioration.
- o Objectionable Views. These views are both natural and man-made. They generally apply to views from residential areas into property utilized for industrial and commercial purposes. In addition, these views include service areas for shopping centers and other views between incompatible land uses.
- o Land Use Conflict. There are several locations where residential properties front onto commercial developments. Often these types of conflicts cannot generally be counteracted. However, it is important to indicate these land use conflicts and be abreast of them considering future development and reuse of the property. In addition, land use conflicts are also generated by street traffic and the movement of trucks through a residential neighborhood.
- o Areas Subject to Flood. This area pertains to the majority of the property located below the Bluffs in the older portion of the City. Due to the inability to completely eliminate flooding, the area should receive close review when considering the use and reuse of property.
- o Over-Zoning. This problem arises from the zoning of property for industrial and commercial use that is currently utilized for single-family dwellings. In essence, there is more land zoned for commercial and industrial use than the market demands. The existence of this zoning is a deterrent to residential development and maintenance.

The Major Problems Map, Map 2, should be carefully reviewed. However, a review of the Major Assets Map, Map 3, should be undertaken in conjunction with the Major Problems. Integrating the map review will generate solutions and recommendations to resolve major problems or at least address them in a context whereby there will be only limited impact upon any future development.

MAJOR ASSETS

The Major Assets Map is an attempt to justify those elements within Council Bluffs that give the City and its neighborhoods stability and offer the City the opportunity to capitalize its assets. These elements are important

PROBLEMS



MAP 2



CITY OF COUNCIL BLUFFS

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri

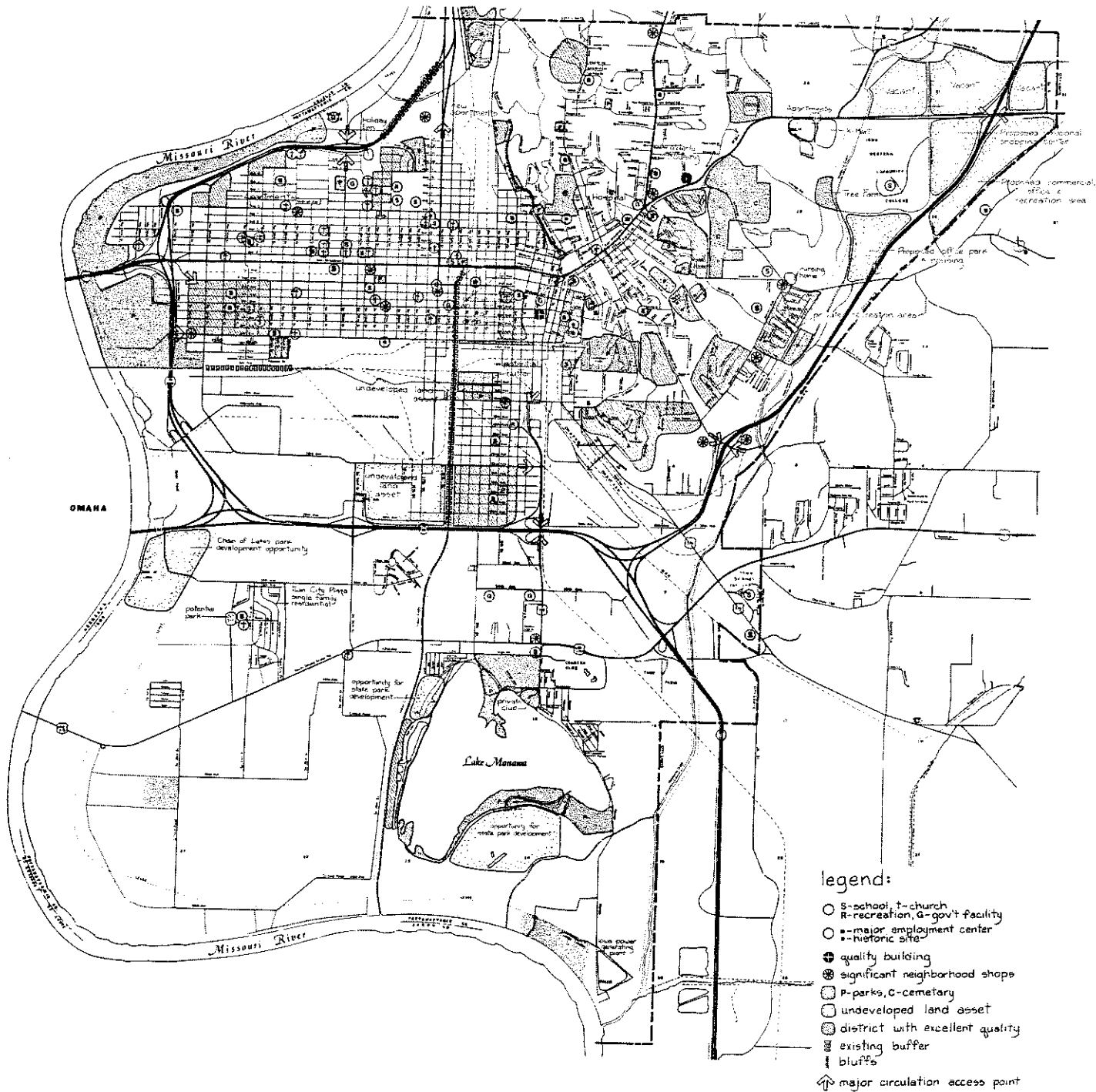


date: Oct. 1978
scale: 1" = 1000'

because of their visual, social and economic importance. Each asset should be emphasized in a manner to make the assets more significant. The major assets of the community form a framework for building a plan for future development/redevelopment. The elements which become a major asset are described in terms of the City's character:

- o Commercial Centers and Major Employers. The commercial and industrial centers which serve as major employers, as well as the retail establishments within the City are major factors in the analysis of major assets. The commercial centers, including the Council Bluffs downtown, provide areas of activity and are a major attraction in generating new activity within the City. Very often these centers can become an architectural and aesthetic asset as well as provide neighborhood stability.
- o Governmental, Educational and Religious Facilities. These public facilities provide the greatest opportunity to achieve aesthetic quality both architecturally and environmentally. The open space surrounding these facilities contributes to the aesthetic quality of the City/neighborhood and enhance economic/environmental stability of the surrounding area. Each provides a visual symbol and identification with the neighborhood.
- o Buildings with Outstanding Architectural Interest. Structures of this nature often provide stability to a neighborhood both economically and in terms of identity. The City has various clusters of single-family residences which provide architectural quality as well as the historic buildings such as the Dodge House which contribute to the aesthetic character of the community.
- o Areas with Outstanding and Unique Characteristics. The advantage of having these types of areas in any community are the visual identity and the economic stability they provide to a neighborhood. These areas are represented by quality single-family residential developments, topographical conditions, locational advantages, and proximity to other City assets.
- o Parks and Open Space. It is evident based upon the characteristics of parks and open space that these facilities not only offer stability to the City and its neighborhoods but are major factors in assuring its aesthetic quality. They also provide for the physical and mental health of the City. Council Bluffs is fortunate to have its existing park system coupled with the topographical conditions presented by the Bluffs which offer opportunities for permanent open space. The existence of this open space does much to stabilize the area and offer aesthetic qualities not normally found in many cities.
- o Important Views and Aesthetic Features. It is essential if a City is to maintain a good residential environment that the appropriate visual image be maintained. This should be undertaken not only through the natural elements but with the appropriate man-made features placed in the appropriate locations to encourage and improve important views and aesthetic qualities. These items should be preserved and incorporated into all planning activities. They should be addressed and emphasis

ASSETS



MAP 3



CITY OF COUNCIL BLUFFS

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri

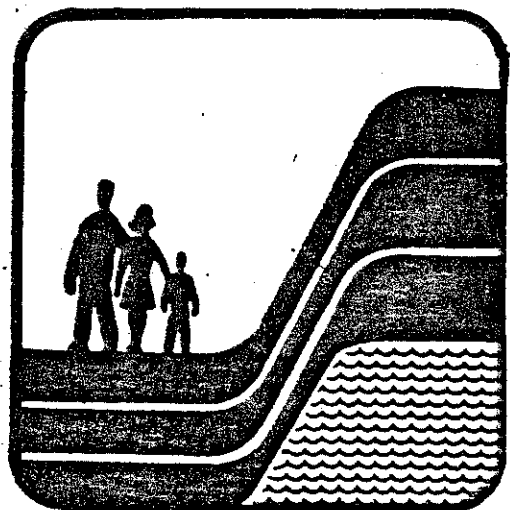


directed thereto. It is very easy to lose these features. Normally, once they are lost due to a lack of maintenance or improvements which are not conducive to their existence, it is difficult to bring them back.

The problems and assets for each of the respective neighborhoods and the discussions relating thereto were integrated to undertake preparation of neighborhood development plans and the City's revised comprehensive land use plan.

In essence, the planning process aggregated all of the elements of citizen participation, technical staff, and elected and appointed officials into a land use plan for the City. This plan is reflected in the goal, policies, objectives, and sub-objectives for each major land use element contained in the revised comprehensive land use plan. In addition, the objectives and sub-objectives for each of the respective neighborhoods are supported by individual neighborhood development land use plans.

Citizens Perspective



CITIZENS' PERSPECTIVE

The citizens' input through the neighborhood meetings was considered to be adequate; however, it was felt that in order to obtain specific answers to questions expressing citizens' attitudes about certain elements of the City that an attitudinal survey be undertaken. Selection Research, Inc. of Omaha, Nebraska, was employed to undertake the study.

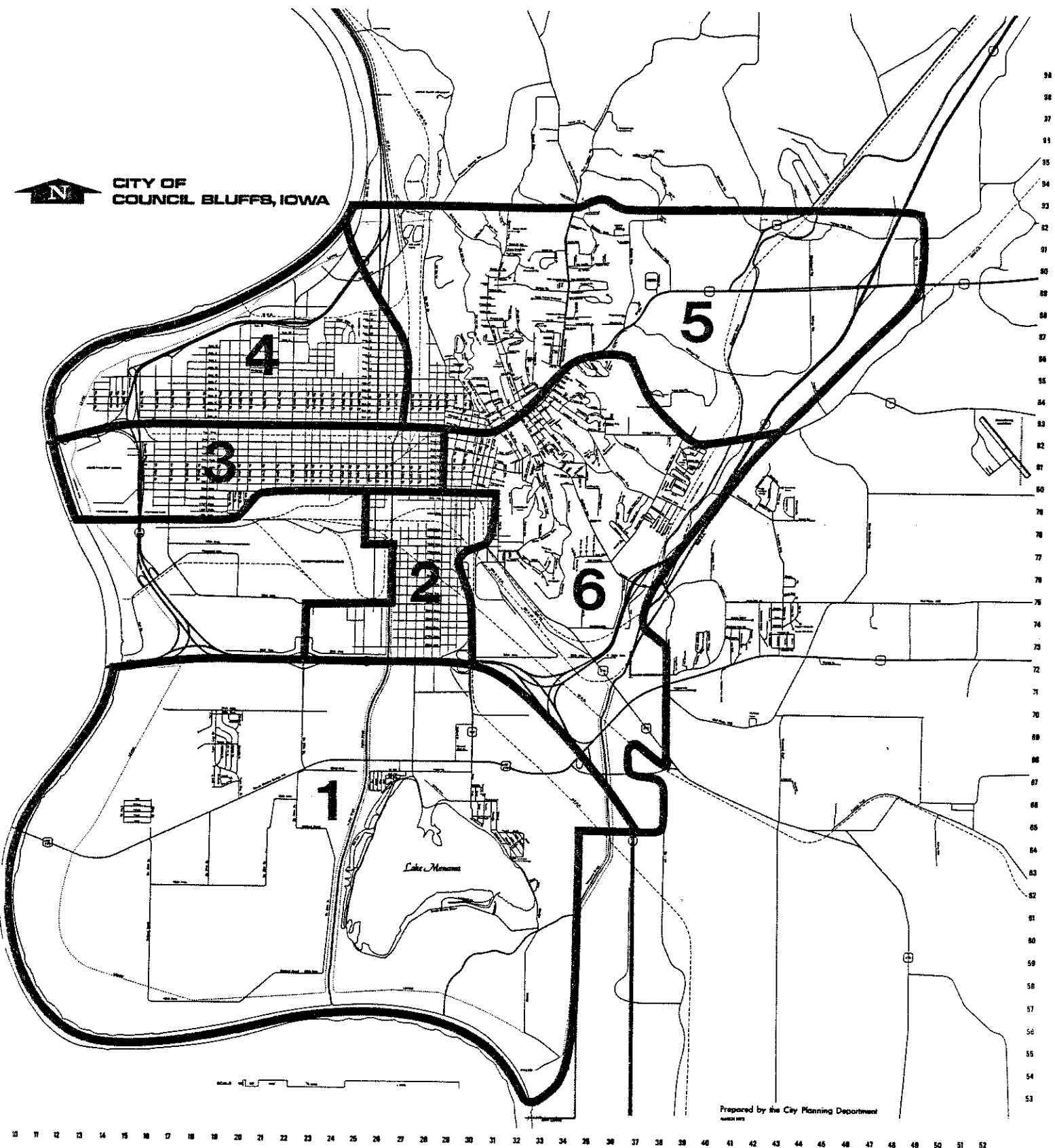
The primary objectives of the attitudinal survey were to:

- o Gather sufficient data in order to aid in the preparation of the plan in immediate and long-range terms.
- o Determine why residents selected to live in Council Bluffs, more specifically in their neighborhood.
- o Obtain data so that accurate comparisons could be made in terms of attitude and need between the six designated areas of Council Bluffs.

There were approximately 500 residents contacted which were selected through a random sampling procedure. The 500 represented six areas or aggregates of the eleven neighborhood planning areas. The six areas are illustrated in Map 4, Attitude Survey Areas. Therefore, there were approximately 83 persons from each of the six areas. The complete methodology and questionnaire for the attitudinal survey is included in the Appendix.

The results of the attitudinal survey were utilized in assisting the planner in making determinations regarding how the neighborhood residents perceived their neighborhoods and what improvements they felt were necessary in order to maintain the existing residential lifestyle or to improve the quality of living.

 CITY OF
COUNCIL BLUFFS, IOWA



Prepared by the City Planning Department
MARCH 1975

MAP 4

ATTITUDE SURVEY AREAS

In the opening question, respondents were asked how long they had lived in the City. Seventy-seven percent (77%) of those surveyed had lived in the City over fifteen (15) years. When asked how long they had lived at their current address, those people living in the central part of the City had lived at their current address longer (Area 2 - 45%, Area 4 - 32% - lived at current address over fifteen years). This familiarity to their neighborhood may give cause to their positive attitudes toward their neighborhood, as shown later in the analysis.

Of the people who responded, "Family" (39%) and "Employment and Education" (43%) were the two primary factors that contributed to why people moved to Council Bluffs to live. When asked what residents liked most about their City, they responded most often, the size (26%) and the congenial people (14%).

In Question 4, we asked respondents to rate how much impact various factors had on their decision to live in their neighborhood. Looking at Question 4, in an overview can be demonstrated by Table 1, Factor's Impact on the Decision to Live in Neighborhood.

TABLE 1
Factor's Impact On The
Decision To Live In Neighborhood

<u>Factors</u>	<u>Large Impact</u>	<u>Some Impact</u>	<u>A Little Impact</u>	<u>No Impact</u>
Available housing	54%	15%	9%	22%
Schools	36%	12%	7%	46%
Close to work	32%	13%	10%	46%
Recreation	10%	10%	15%	64%
Neighborhood characteristics	32%	21%	17%	30%
Safety and security	36%	22%	10%	32%
Friendliness	31%	16%	13%	39%
Friends/relatives live there	17%	6%	6%	71%
Shopping facilities	19%	18%	14%	48%
Convenience of transportation	26%	14%	9%	50%
Church	20%	11%	11%	57%

Over half (54%) of the sample gave the greatest impact rating to the availability of housing.

Through an analysis of the tabular results, the following remarks may be seen as significant:

- o In Areas 3, 4, and 6, "available housing" appeared to have the greatest impact on why they chose this neighborhood in which to live.
- o In reviewing the impact of the schools, slightly more than one-third (36%) of the respondents stated that the schools were taken into consideration when selecting their neighborhood.
- o "Recreation" was shown to have the least impact than any of the eleven factors given for rating.
- o In comparing the six neighborhoods concerning their attitudes toward the physical characteristics (street layout, trees, location, etc.) of the neighborhoods, seventy-one percent (71%) of those residing in Area 5 gave "large" or "some impact" to this variable.
- o Those that were retired stated "shopping" and "church" in close proximity, as well as "close to transportation," were significant in their choice of residence.

In question 6, respondents were asked if they owned, made payments, or rented their homes; in total, they responded:

Own	40%
Make Payments	45%
Rent	16%

It appears that Areas 2, 3, and 5 had more "home owners" than the other areas. Seventy-five percent (75%) of the retired individuals owned their home. Sixty-three percent (63%) of Area 1 made payments on their home.

In all neighborhoods except Areas 1 and 5, the majority of residents responded that should they change residence, they would move within their neighborhood. Table 2, Neighborhood Loyalties, demonstrates this attitude.

TABLE 2
Neighborhood Loyalties*

<u>Area</u>	<u>Move Within Neighborhood</u>	<u>Different Neighborhood</u>	<u>Outside of Council Bluffs</u>
Area 1	36%	22%	40%
Area 2	48%	23%	28%
Area 3	45%	24%	30%
Area 4	45%	22%	32%
Area 5	31%	33%	36%
Area 6	56%	20%	24%
Total	44%	24%	32%

* Percentages read horizontally.

Of those that would elect to move to another neighborhood, 31% would prefer to move to the "outskirts" of the City.

In questions 8 - 19, respondents were asked to rate eleven variables as they exist in the entire City, then as they exist in their specific neighborhood. Table 3, Attitudes Existing In The City and Neighborhoods, illustrates this attitude. In general, people feel their neighborhood offers more than the entire City.

Recreation is an area that should be noted. In comparison to the other eleven factors, two out of five respondents of the total sample felt the available recreation and recreational programs to be "poor." This attitude prevails with those with no children as well as those with children.

Overall, those residing in the core or older part of the City are more positive towards their neighborhood and their City than those living in the newer developments. Areas 1 and 5 displayed the greatest degree of dissatisfaction. It should be noted, these areas are made up, to a large extent, by people who chose these neighborhoods within the last few years.

It is strongly urged that a closer analysis of the tabular results be undertaken by City staff and interested parties. Each of the above variables can be studied for significant points that cannot be addressed properly in this brief report.

In order to discover the attitudes citizens have toward their City, we asked the following question:

"Overall, would you say the City of Council Bluffs
is headed: (responses read)

- 1 - Strongly Upward
- 2 - Generally Upward
- 3 - Generally Downward
- 4 - Strongly Downward
- 5 - (No Idea)

People responded as follows:

Strongly Upward	19%
Generally Upward	65%
Generally Downward	7%
Strongly Downward	2%
(No Idea)	7%

Those who responded so favorably were asked "why" it was headed upward. Almost half of the sample (49%) responded that it was due to the "new shopping centers." "New industry and jobs" was mentioned by 34%.

TABLE 3
Attitudes Existing In
The City And Neighborhoods

<u>Factors</u>	<u>Good</u>	<u>Average</u>	<u>Poor</u>	(No <u>Idea</u>)
Condition of the Streets and Roads				
City:	27%	53%	18%	2%
Neighborhood:	47%	32%	20%	1%
Attractiveness				
City:	25%	56%	18%	2%
Neighborhood:	36%	49%	15%	-
Safety and Security				
City:	34%	51%	11%	4%
Neighborhood:	51%	38%	11%	-
General Upkeep of Property				
City:	19%	63%	15%	4%
Neighborhood:	44%	44%	12%	-
Recreational and Park Facilities				
City:	40%	35%	18%	7%
Neighborhood:	32%	26%	37%	5%
City Recreational Programs				
City:	25%	29%	23%	23%
Neighborhood:	17%	23%	38%	22%
Traffic Circulation				
City:	30%	46%	20%	5%
Neighborhood:	44%	41%	12%	2%
The Friendliness of the People Living There				
City:	53%	40%	4%	2%
Neighborhood:	62%	29%	7%	2%
City Zoning and Building Controls				
City:	17%	39%	15%	28%
Neighborhood:	24%	38%	14%	23%
Bus Service				
City:	33%	28%	14%	25%
Neighborhood:	35%	22%	29%	14%
Shopping Facilities				
City:	71%	22%	6%	1%
Neighborhood:	45%	20%	34%	-
Work Opportunities				
City:	14%	36%	31%	19%

Likewise in question 21, respondents were asked if their neighborhood was heading upward or downward. Responses were as follows:

Strongly Upward	6%
Generally Upward	54%
Generally Downward	14%
Strongly Downward	3%

Table 4, Neighborhood Attitudes Toward Mobility, will show how the respective area residents felt about their own area in terms of upward or downward mobility.

TABLE 4
Neighborhood Attitudes
Toward Mobility*

<u>Area</u>	<u>Strongly Upward</u>	<u>Generally Upward</u>	<u>Generally Downward</u>	<u>Strongly Downward</u>	<u>(No Idea)</u>
Area 1	13%	58%	2%	4%	23%
Area 2	10%	33%	15%	5%	37%
Area 3	6%	52%	18%	2%	22%
Area 4	5%	63%	19%	1%	12%
Area 5	2%	55%	17%	1%	24%
Area 6	-	62%	12%	2%	24%
Total	6%	54%	14%	3%	24%

* Percentages read horizontally.

"Neighborhood pride" was attributed to be responsible for the neighborhood trend upward by 57% of the total population responding "strongly or generally upward." Area 2 showed a greater concern toward their area. People contributed the downward mobility to "lack of property upkeep," "too industrial" and "it's an old area." It is suggested a closer look be taken at the open-ended verbatim responses found in the tabular results.

Next, respondents were asked what was felt to be one major improvement needed in their City. Recreation (24%) and city services (20%) were mentioned most often. These responses were not exclusive to certain areas, but mentioned throughout the City. "Schools" were only mentioned by one in ten of those surveyed. Those mentioning schools most often were those who had three or more children.

Then, for the sake of addressing neighborhood priorities, we asked citizens to mention one major improvement necessary in their neighborhood. Over one-third (36%) of those asked replied, "nothing needs improving." "City services"

was mentioned second most frequently (20%), followed by "upgrading of property" (18%).

Finally, if the respondent mentioned an improvement, they were queried on how such an improvement should be financed. They were asked:

"For the improvements you mentioned, would you be willing to pay higher taxes for the improvements?"

- 1 - Yes
- 2 - No
- 3 - (Depends) or (Don't Know)

Slightly more than half of those surveyed (54%) stated they would be willing to pay higher taxes. Thirty-three percent (33%) responded "no." A meager thirteen percent (13%) replied "it would depend..."

Of those that responded "no," they were asked the following question:

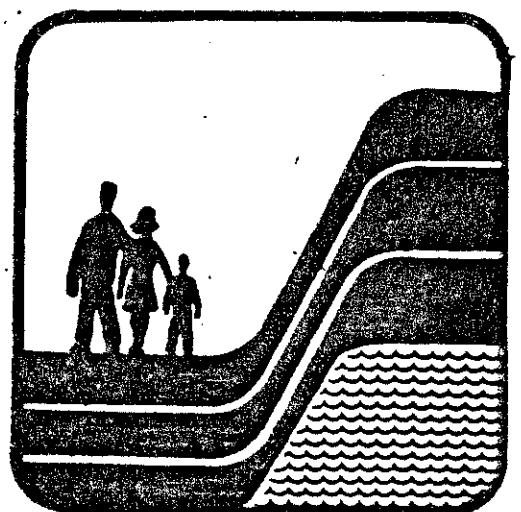
"Would you support the financing if only those that benefited from the improvement paid for it through a special tax fee for its usage?"

- 1 - Yes
- 2 - No
- 3 - (Depends) or (Don't Know)

It should be noted, close to half (47%) said they would not agree to an improvement tax. In studying the demographics, those who were against "benefit user" or "benefit district" fees tended to be those without children, those who are retired and those that resided in the central part of the City.

The attitudes presented herein offer an overview of resident attitudes as they apply to their respective neighborhoods. It primarily provided a tool to obtain comparisons of attitudes across the City from neighborhood to neighborhood. The results were basically in agreement with the attitudes of those taking part in the neighborhood meetings.

***Revised Comprehensive
land Use Plan***



REVISED COMPREHENSIVE LAND USE PLAN

The planning process utilized an interesting method of preparing the Revised Comprehensive Land Use Plan. The process described for Council Bluffs was to review the characteristics of the neighborhoods and pursue overall preparation from conclusions arrived at within the neighborhood framework. Normally, the process includes the preparation of the overall plan followed by a detailed analysis of planning elements to determine land use within the respective neighborhoods.

The land use plan for the City of Council Bluffs coupled with the Major Problems and Assets Maps are a reflection of individual neighborhood needs and plans adopted by neighborhood resident consensus for the development/redevelopment of the respective neighborhoods. In addition, other factors providing a basis for revising the land use plan included the City's 1969 Land Use Plan, the Open Space Plan prepared in 1975, and the statement of Land Use Objectives prepared in 1967. All of these elements were considered in the preparation of the revised plan. The plan is reflected in Map 5, Revised Comprehensive Land Use Plan.

Relative to the previously prepared plan and the current zoning map, there have been a few changes made in the Revised Land Use Plan. These changes are primarily oriented toward providing the maintenance of and improving the living environment of residential neighborhoods. However, there are other land use elements reviewed and changes are proposed in terms of some commercial and industrial development areas. The significant changes are described as follows:

- o Residential. An extensive amount of property in the housing areas west of the Bluffs had been planned for two-family or multiple-family residential development. This exists in areas where housing was predominantly single-family. In consideration of the existing land use and the lack of demand for multiple-family and two-family housing, it is proposed that the single-family areas revert to single-family residential zoning in accordance with the respective land use.

This is specifically proposed especially north and south of Broadway from I-29 east to the Central Business District. The Southside Neighborhood has also been planned to remain single-family residential. However, there is the opportunity in the northwestern portion of the City and in the north Southside to include appropriate multiple-family development for a transition between a more intense use and single-family. This applies to the area north of Broadway and to the northern portion of the Southside Neighborhood. It has generally been determined that the proposed changes in residential land use will provide neighborhood residents with an improved residential environment.

- o Industry. Industrial development areas in the 1969 planning proposal have remained the same. However, due to some industrial locations, it is proposed that industrial development occur in an industrial park environment. This is proposed for industrial properties south of I-29/80; north

Broadway along the railroad right of way/ adjacent and west of the Southside Neighborhood. These areas are designated "Industrial Park" on the land use plan.

There has been a philosophy in Council Bluffs that wherever a railroad track exists, the adjacent area should be industrial property. This is acceptable in several locations; however, it is proposed from 9th Street to approximately 2nd Avenue and from 18th Street east to 12th that the railroad properties be improved for open space purposes. The industrial zoning throughout this area is not conducive to single-family housing; much of the industrial area zoned is currently utilized for single-family use.

- o Commercial. The City's major transportation corridors have extensive commercial development associated with them. This is especially true in the Broadway corridor and North 16th Street. Very often commercial areas encroach upon residential neighborhoods. Based upon this consideration, it is proposed that much of the currently zoned commercial property not currently used for commercial purposes be placed in a single-family zoning classification.

The over-zoning of many properties within residential neighborhoods has created a situation preventing single-family homes from making improvements. The zoning ordinance reads that residential properties within commercial and industrial zones cannot receive building permits for improvements without appearing before the Board of Zoning Appeals. The intent is good in theory since it will eventually encourage removal of the residential properties from these zones. However, as a practical matter, the residential properties dominate the zoning district and the demand for commercial property has been relatively little. Existing commercial property has been marginal; thus, creating nuisances for adjacent residential neighborhoods.

The reduction of commercial property primarily focuses upon the northwest portion of the City at 35th Street and Avenue G as well as in the vicinity of and along 16th Street from I-29 south to Broadway. Other instances are in the Southside Neighborhood from 23rd Street north to 20th Avenue and from east of South 8th to the South Expressway. In addition, the interchange of Madison Avenue with I-80 was also reviewed and recommendations made to reduce commercial zoning at that interchange. Much of the overabundance of commercial property is based upon an anticipation that the highway interchanges and major transportation corridors will generate a demand for commercial development; this has not necessarily occurred.

- o Parks and Open Space. The quantity of open space and its locations for the most part remain the same as indicated in previous plans. However, there are recommendations included for the preservation of open space along the Bluffs and the creation of open spaces for transition areas between residential and industrial development. The latter is represented by open space along 9th Avenue separating the residential properties from industrial land uses. In addition, the area south of I-80 and south of the Old South Omaha Road is recommended for open space and park development. The majority of this property lies within the floodplain and extensive development in this area due to the National Flood Insurance Program discourages residential development.

It is proposed that from 9th Avenue south to the Missouri River, the Indian Creek corridor be improved with walkways and bikeways to provide access from the central part of Council Bluffs to Lake Manawa. This is the only route for children and others without having to cross an interstate or major highway. In addition, Mosquito Creek and its floodplain area should be maintained and development oriented to open space.

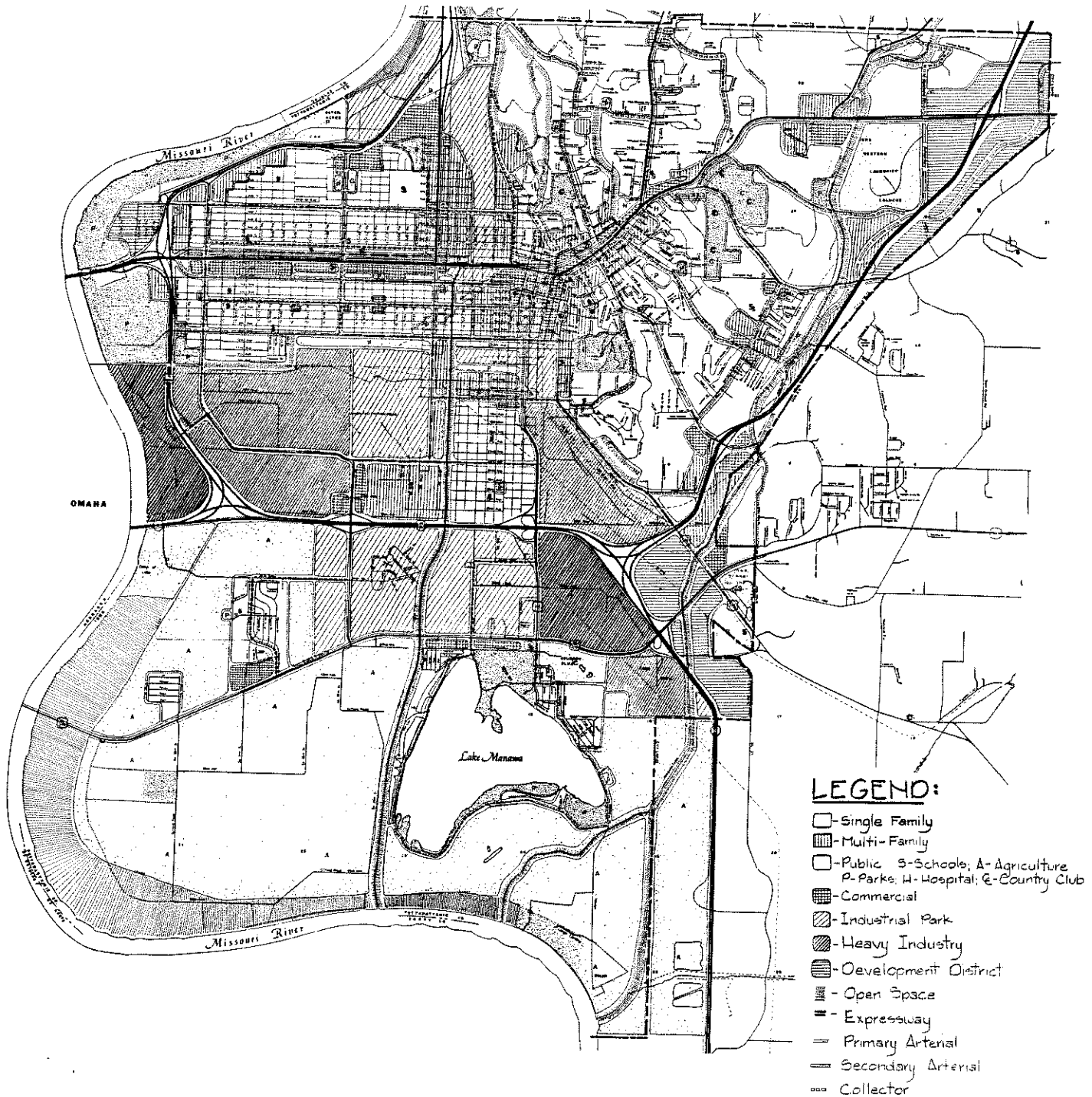
- o Street System. During neighborhood discussions, it became apparent that the Council Bluffs street system and the utilization of residential streets for truck traffic was a primary concern. Therefore, in reviewing the street system for Council Bluffs, the Revised Land Use Plan takes into consideration the various traffic routes and movements of truck traffic. One recommendation is that truck traffic be removed from residential neighborhoods; truck routes should be delineated and ordinances requiring trucks to travel designated routes be enforced. The Revised Land Use Plan proposes a street classification system oriented to expressway, primary arterial, secondary arterial, collector, and minor residential streets. It is believed this classification in accordance with accepted design standards will improve traffic flow and will eliminate truck traffic from residential neighborhoods.
- o Opportunities. It soon becomes apparent after reviewing land use and traffic flow that there are four distinct opportunities available for development/redevelopment. Each is described as follows:
 - . Playland Park North. This area is represented by Playland Park north to the Missouri River and west of I-29. The area currently is occupied by the park facility as well as several single-family homes. The area represents one, with its approximately 100 acres, that has an opportunity for redevelopment. The area should be developed as a unit rather than on a parcel-by-parcel basis.

It is recommended the City consider the opportunities available for redevelopment and pursue medium density to single-family residential housing, commercial facilities to support the housing and in some respects highway commercial at the appropriate interchanges.

- . Lewis Central Area. The Lewis Central Neighborhood represents another gateway to the City . . . this one being from the south. It is the intersection of I-29/I-80 and has all of the facilities necessary to attract major highway commercial and industrial park type uses. Transportation access by railroad and interstate is readily available and the location is somewhat segregated from heavily concentrated residential development because of the highway network. Therefore, it is recommended that this area be placed into a development district or Planned Unit Development (PUD) type district. It is appropriate for this area to develop on a unit basis or planned basis rather than sporadically; thus, preventing many marginal uses which could eventually be detrimental to the entire interchange.
- . I-80/U.S. 6 Interchange. This interchange represents a condition which has occurred in every major city across the country . . . a major highway interchange surrounded by vacant property. It is inevitable that this property will develop with high intensity type land uses. Normally, the land uses associated with these interchanges are commercial in nature and very often of industrial classification. The interchange, since the adjacent property is not developed, represents an opportunity for the City to work with property owners to achieve the most appropriate development in accordance with City objectives. It is highly recommended that the City review in detail each development proposed for this area and every effort be made to assure a quality development pattern. If the interchange develops with marginal uses, there is potential tax base which could be lost to the City; thus, encouraging a lesser quality of development.
- . The Broadway/Second Avenue Corridor. There is a potential redevelopment opportunity that exists from approximately 36th Street to 28th Street from Broadway to Second Avenue. This area currently is a mixture of land uses . . . grain elevators, railroad, commercial, and residential. This corridor receives extensive traffic from persons arriving in or leaving Council Bluffs by way of Second Avenue and Broadway. The corridor represents the opportunity for a commercial development corridor with accessibility from both Broadway and Second Avenue. The opportunity exists in concept and as a practical matter, it is conceivable that over a period of years properties within this corridor will deteriorate and eventually development of the nature described could become a reality.

Therefore, in consideration of the changes in the land use plan, the City has a plan prepared with citizen input, and a review of land use capabilities within the City to attract development. The plan should be utilized as a guide for decision-makers directing City growth.

LAND USE PLAN



MAP 5



CITY OF COUNCIL BLUFFS

Department of Planning
and Community Development
Council Bluffs, Iowa

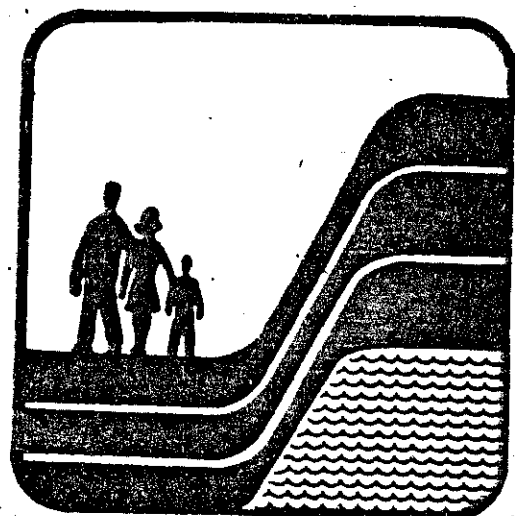


Lawrence Leiter
and
Company
Kansas City
Missouri



date: Oct. 1978
scale: 1" = 1000'

***Land Use
Goals, Policies, Objectives***



LAND USE

GOALS, POLICIES, OBJECTIVES

A city's land use plan should reflect the city's goals, policies, and objectives for development/redevelopment. The character of a city..... residential, commercial, industrial is the result of plan implementation and achievement of the goals, policies and objectives guiding that implementation

The preparation of the revised Land Use Plan for Council Bluffs has incorporated the formulation of goals, policies, and objectives into the planning process. The results are reflected in the Land Use Plan as well as in the respective land use elements included as a part of the plan. However, in 1967 the City Planning Department prepared a publication titled, "Land Use Objectives," which also served as a reference.

The principal terms utilized to classify these statements for plan implementation are defined as follows:

- o Goal: Generally defined as a long range achievement which may require implementation through the coordinated efforts of various levels of government and the private sector. Goal achievement is viewed as the desired result of planning.
- o Policy: Policies state the position of the decision-makers relative to each functional area of planning. Therefore, a policy is a legislative, executive or administrative statement of intent; related actions should be taken in order to attain a specific objective. Policies for planning and development are intended for use as a guide for rational decision-making through consistent and uniform application of those policies. Therefore, each policy is sufficiently general in nature to allow necessary flexibility of interpretation in unique cases, but specific enough to provide consistent development guidance.

- o Objective: *The objective is a short-term goal with a measurable performance level. Thus, objectives may be used as criteria against which achievement of a plan may be measured and tested.*

The goals, policies, and objectives are stated for purposes of guiding implementation of the land use plan. The land use elements included are:

*Housing
Commercial
Industry
Parks and Open Space
Transportation*

The objectives associated with each of the land use elements are particularly important since they reflect the attitudes expressed by residents during the neighborhood meetings. The objectives also offer the opportunity to measure achievement by accomplishing any one or several of the respective sub-objectives associated with an overall objective.

In essence, the goals, policies, and objectives expressed herein offer the opportunity for the Plan Commission, elected officials, and City staff *The City's decision-makers* to not only have the goals, policies, objectives as their expressed intent for city development/redevelopment, but offers the private sector with an indication of the City's position in the development/redevelopment process.

COMPREHENSIVE PLAN
COUNCIL BLUFFS, IOWA

LAND USE:

Housing

GOAL:

To maintain the development of structurally sound, visually pleasing housing units and residential neighborhoods consistent with the needs and desires of Council Bluffs' citizens; to provide safe, sanitary, and decent housing for all Council Bluffs' citizens.

POLICY(S):

- o Residential development should take place at densities which would encourage economic and efficient spatial relationships between structures, between public and private uses of land, between vehicular and pedestrian circulation, and between service, utility, and aesthetic enjoyment of the dwelling and its environment.
- o Residential densities should be designated on the basis of topography, the proximity to work and recreation areas, the proximity to major streets and highways, and the availability of public facilities and utilities.
- o Non-residential neighborhood facilities, such as churches and shopping facilities that are located within a residential area but may serve people from several different neighborhoods should be located on the outer edge of the neighborhood and should be conveniently accessible to a major street.

OBJECTIVE(S):

- o Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.
- o Enforce minimum housing and property maintenance codes to encourage continued housing maintenance and to prevent deteriorating housing conditions.

SUB-OBJECTIVE(S): o Rezone single-family properties to the single-family zoning classifications.

- Eliminate extensive commercial zoning where commercial development has not materialized and it is incompatible with the single-family living environment; Avenue G/35th Street, and the 16th Street corridor.
- Through code enforcement encourage property maintenance of multiple-family developments.
- Require housing and property maintenance through code enforcement in the single-family area west of I-29 and north of Broadway; until that time when redevelopment is assured.
- Zone single-family areas for single-family use rather than duplex or land uses of greater intensity.
- Zone property south of the South Omaha Road for uses conducive to single-family development; this will include single-family, commercial, and agricultural uses.
- Strengthen code enforcement program in the older residential areas for purposes of bringing housing up to standards.
- Encourage housing development in accordance with the National Flood Insurance Program.
- Review mobile home park development to assure compliance with city code specifications.
- Discourage additional industrial/commercial zoning of property in residential neighborhoods.
- Zone vacant land west of Indian Creek, bordering I-80/29 and south of 23rd Avenue for multiple-family and commercial development.
- Bring mobile home parks up to city code specifications.
- Remove or maintain abandoned sewage pumping station on 28th Avenue.
- Continue allocating Community Development funds for rehabilitating residential dwellings.
- Develop a buffer strip (open space along 9th Avenue) to form a transition area between industrial/residential properties.
- Prohibit the zoning and development of property in the interior of the neighborhood for other than single-family residential housing; other types of development should be oriented to the neighborhood's major thoroughfares.

COMPREHENSIVE PLAN
COUNCIL BLUFFS, IOWA

LAND USE: Commercial

GOAL: To provide opportunities for commercial development that will encourage economic stability, and which will help to increase the local tax base. Further, to provide for the location and development of commercial centers in a manner which offers appropriate accessibility to surrounding service and trade areas while maintaining the environmental and visual qualities of Council Bluffs.

POLICY(S):

- o New commercial developments should be in the form of unified and concentrated planned developments. Spot commercial development along streets should be discouraged. Intensity of commercial land development should be controlled by means of appropriate limits on building bulk, lot size and capacity of abutting streets.
- o New commercial establishments should, either individually or collectively, be required to assure traffic safety by providing safe, convenient access, and adequate off-street parking and loading facilities for pedestrian, customer and service vehicles. Exits and entrances to commercial facilities should be properly designed in harmony with the traffic control system in the area.
- o Existing mixed use frontages should be established by appropriate means such as physical consolidation of mutual use areas, and corresponding zoning.

SUB-OBJECTIVE(S):

- o Reduce commercial zoning in the vicinity of Madison Avenue and the I-80 interchange; commercial to single-family zoning north of Madison.
- o Reduce commercial zoning at South 7th and 21st Avenue to the area currently having structures for commercial activities.

- o Utilize property between Broadway and 2nd Avenue from I-80/29 access ramps east to 28th Street for commercial purposes.
- o Orient and direct commercial development to I-80/29 interchanges to prevent strip commercial development in transportation corridors providing interchange access.
- o Reduce commercial/industrial zoning to the areas currently or potentially usable for this type of use.
- o Zone and develop property between 9th Avenue and 16th Avenue for commercial, multiple-family and open space/parks to provide a transition between industrial and residential properties.

COMPREHENSIVE PLAN
COUNCIL BLUFFS, IOWA

LAND USE: Industry

GOAL: To provide opportunities for industrial development in a manner to encourage economic stability, and to provide an adequate local tax base. Further, to provide for the convenience of Council Bluffs' residents by encouraging the location and development of industrial development in a rational and planned manner offering appropriate accessibility.

- POLICY(S):
- To provide a range of tracts to afford a choice of close-in, outlying, or dispersed locations. The location of industrial areas in the community land use pattern should first be determined by external performance characteristics such as noise, vibration, smoke, odor, radiation, heat, glare, or other objectionable influences. Exact locations would suit the particular needs of each individual industry as regards size, facilities, and general location.
 - All industrial areas should have direct access to appropriate transportation facilities.
 - Availability of public utilities, including power, water, fuel, and waste disposal should determine the type and extent of industrial activity which can be supported in a given area.
 - To have all industries located so as to be compatible with surrounding land uses, both within the manufacturing area and in relation to adjoining uses.
 - All open spaces of any industrial lot should be adequately graded and drained, and if not used for storage, parking or loading, should be landscaped with trees, lawns, shrubs, or planted ground cover. All open spaces used for storage should be enclosed in a manner to be compatible with the area. Front yards should be required in all industrial areas.

- o The industrial areas should be protected from the encroachment of incompatible land uses which would restrict plant development. Ample area should be reserved for future expansion. Dwellings and institutions for human care and non-related business uses should not be allowed in manufacturing or industrial areas.
- o To locate industrial developments within easy commuting time of the labor force. Adequate parking and loading spaces, surfaced with asphalt or concrete, should be required in all industrial areas.

OBJECTIVE(S):

- o To maintain an adequate reserve of desirable land zoned for industrial use which is realistic in size relative to market potentials, and which is attractively located for development.
- o To achieve the functional and attractive physical design of all industrial development in order to provide a stimulating environment in which to work.
- o To achieve adequate screening of visual, odor, and noise impacts of employment center development from residential neighborhoods.
- o To locate new industrial development only where adequate sewage treatment, water supply, and transportation access are currently available or easily supplied to the site.

SUB-OBJECTIVE(S):

- o Eliminate industrial zoning of property west of the South Expressway; existing industrial uses should operate as non-conforming uses.
- o Eliminate all industrial zoning from 15th Street west to I-80/29 access ramps between Broadway and 2nd Avenue.
- o Develop industrial properties for an industrial park environment in accordance with the land use plan.
- o Commercial/industrial developments should have the appropriate separation from institutional and housing developments.

COMPREHENSIVE PLAN
COUNCIL BLUFFS, IOWA

LAND USE: Parks and Open Space

GOAL: To develop a coordinated system of community parks, recreation facilities, and open space which correlates with existing recreational areas, scenic areas, historical sites, primary agricultural lands, flood plains, and natural drainage ways.

POLICY(S):

- o Those areas having terrain unsuitable for urban development should be maintained as part of the open space areas. These areas include flood plains, steep slopes, and exposed rock. Land subject to severe flooding at frequent intervals should be included as open space.
- o Places of truly historic interest and significance should be preserved and maintained.
- o Areas designated by the Land Use Plan as intended for permanent forestation, agriculture, recreation, or Greenbelts should be reserved as permanent open space.

OBJECTIVE(S):

- o Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.
- o To locate parks and recreational facilities so as to maximize ease of access from within their planned service areas.

SUB-OBJECTIVE(S):

- o Develop areas within and adjacent to railroad rights-of-way to separate residential/industrial uses.
- o Provide continued maintenance for all existing park and swimming pool facilities.

- Develop the Indian Creek area as a lineal park, include a bikeway and walking path south to Lake Manawa.
- Develop a buffer strip (open space along 9th Avenue) to form a transition area between industrial/residential properties.
- Acquire and/or receive permission to utilize railroad right-of-way and adjacent properties for park and recreation area; thus, improving single-family residential areas adjacent to railroad right-of-way.
- Acquire or receive permission to utilize the railroad depot as a recreation activity center.
- Utilize the Dodge School and/or the property for parks/recreation activity.
- Develop open space preservation areas along ridges and bluffs as illustrated in the neighborhood concept plan.
- Develop a park and recreation facility between North Broadway and Simms Avenue.
- Expand the Valley View Park to include the flood plain area of Mosquito Creek.

COMPREHENSIVE PLAN
COUNCIL BLUFFS, IOWA

LAND USE: Transportation

GOAL: To create a balanced and flexible transportation system which provides for the convenient, economical and efficient movement of people, goods, and services throughout the entire City of Council Bluffs.

POLICY(S):

- Arterial streets and expressways should be located so as to minimize the bisecting, displacing or disrupting of residential neighborhoods, school service areas, business districts, and other unified industrial or commercial areas.
- Transportation planning and improvement should be correlated with the planning and development of other elements of the community, including other transportation means, public utilities, community facilities, commercial and industrial areas.
- The transportation system should be planned so that industrial and commercial traffic is kept off residential streets.

OBJECTIVE(S):

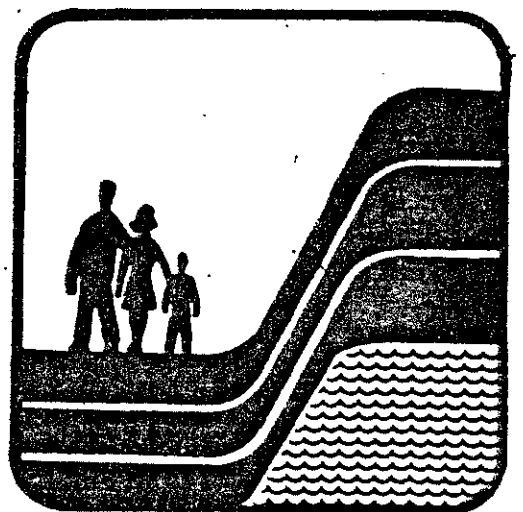
- Prepare a traffic circulation plan to encourage the elimination of truck traffic and to discourage through automobile traffic except on designated streets.
- The design for traffic circulation in each neighborhood should provide easy access to the individual dwelling units and neighborhood facilities. Major streets should be routed around the perimeter of the neighborhood. Local streets should be designed in a manner that will provide good access to residential units but will not be used as arterial traffic routes.

- To plan and provide for the coordinated development of all transportation facilities and service in a strategic manner which is supportive of local planning for Council Bluffs growth and development.
- To plan and provide safe, convenient and visually pleasing access routes for vehicular, pedestrian and bicycle modes of traffic from residential neighborhoods to all major centers of community activity.

SUB-OBJECTIVE(S): ○ Eliminate high speed through traffic from Simms Avenue.

- Prepare a plan for a through street across the northern portion of the neighborhood connecting North Broadway with New Highway 6.
- Prepare a truck circulation route to eliminate through truck traffic in residential neighborhoods.
- Construct streets in accordance with the recommended street classification system.
- Reclassify neighborhood streets to encourage traffic to utilize streets compatible with design criteria for their type of traffic use.
- Remove truck traffic from 16th Street, 25th Street and 35th Street (except from 9th Avenue south on 35th).
- Improve unpaved streets in residential neighborhoods with pavement surface.
- Improve street surfacing at railroad crossing intersections.

Housing



The City of Council Bluffs has an interesting housing pattern. The City is divided into housing areas that have aged over the years and areas that contain the newer subdivisions developed since the postwar years of World War II. The reason for this is that the City's topography with the Bluffs' characteristics has hampered development in terms of the availability of utilities; thus, the topographic characteristics dictating new utility development.

The area of the City below the Bluffs and in the vicinity of the railroad yards together with the central business district developed first. Then came the expansion outward from these areas but still in the area below the Bluffs. Consequently, prior to World War II, housing was below the Bluffs; however, development began to encroach upon the Bluff areas. Following the War during the '50's and '60's, development began to move into the Bluffs in those areas that could be adequately served with utilities. In recent years, development has moved eastward over the Bluffs following the transportation network in those areas able to be served with utilities. Consequently, it would appear the City, like many other cities, would have the inner-city and suburban development pattern; this is not necessarily true.

The interesting aspects of the housing pattern are that due to location and proximity to employment centers and the transportation network. Many new homes have been built in recent years in the older parts of the City. Thus, creating a housing pattern of homes that have aged mixed with new homes and others that have been exceptionally well maintained. This type of development has encouraged maintenance of residential neighborhoods which in turn has offered stabilization to the older parts of the City. This is the type of housing pattern that many cities are currently striving for in order to achieve stability within their inner-city neighborhoods.

Therefore, preparation of the Comprehensive Land Use Plan has been approached based upon the philosophy that these residential neighborhoods should be maintained for purposes of preventing neighborhood deterioration and the resulting decay of the City's tax base. The Comprehensive Land Use Plan illustrated in Map 5, Revised Comprehensive Land Use Plan, demonstrates the concept of containment for the respective City neighborhoods as they relate to housing. It is evident from a review of the map that commercial and industrial uses have been oriented toward major thoroughfares and have been encouraged to develop in concentrated areas rather than sporadically. The content of the plan is oriented toward maintaining these neighborhoods with an emphasis upon single-family housing.

It has become apparent in recent years that even though new development has occurred within some of the neighborhoods and some of the property has been exceptionally well maintained, sub-standard housing exists. Much of this housing is capable of being rehabilitated and renovated. The City's Community Development Program is currently providing funds for homeowners to rehabilitate their dwelling units. It is evident that the rehabilitation program is needed. This is evidenced by the fact that of the 20,742 units available

within the City, approximately 20% are in need of some form of rehabilitation as estimated in the City's Housing Assistance Plan. Therefore, if the City is to maintain the respective residential neighborhoods, the rehabilitation program community development department is essential. If this is not operated on a continuing basis, there is the possibility that homes with a status for rehabilitation may begin to encroach upon neighborhoods to the extent of encouraging deterioration of other homes.

Relative to the demand for housing in the City of Council Bluffs, the Community Attitude Questionnaire reflects that one of the main reasons for moving to Council Bluffs was the availability of housing. This is evident when considering that the City of Council Bluffs only has a 3% vacancy rate when applied to all types of housing units. This is generally low in comparison with most cities. However, when reviewing the total City housing conditions, it is estimated there are approximately 8,541 families in need of additional housing. The need takes into consideration the fact that there are 4,148 housing units eligible for rehabilitation. Other factors used in determining the need for housing reflect the elderly or handicapped needs, and the size of families in comparison to the types of housing they are currently living in. For example, the number of rooms in a dwelling unit in comparison with the number of persons living within the dwelling unit are a factor when considering whether or not a dwelling unit meets the needs of the respective family. The City's Housing Assistance Plan for the program year July 1, 1977 through June 30, 1978 is included in the Appendix. This plan illustrates the respective housing needs of the City by census tract. The neighborhood profiles and the information presented on housing has taken into consideration the aggregation of census tracts that form the respective neighborhoods.

When reviewing the City's 11 neighborhoods, there are various characteristics that should be noted in terms of housing and how one neighborhood compares with the City and other neighborhoods. For example, the Wilson/Meyer-Roberts neighborhood has 22% of the families in the City that need housing assistance. The Dodge-DeForest neighborhood in comparison only has 4% of the City-wide total of families requiring housing assistance needs. It is evident that the Manawa neighborhood has the smallest amount of housing units which totals 477. A summary table consisting of figures from the City's housing assistance plan is presented in Table 5, Neighborhood Housing Characteristics.

It can only be concluded from the housing overview and as a result of the housing assistance plan analysis, the City of Council Bluffs is pursuing a course encouraging neighborhood residential stabilization. However, it is evident that with the number of substandard homes approximating 20% of the housing stock, that the City needs to continually be aware of deterioration and should proceed with Community Development Funds and enforcement of the City's housing code to encourage maintenance. This will further encourage and produce results oriented toward residential neighborhood stabilization.

TABLE 5

NEIGHBORHOOD HOUSING CHARACTERISTICS
COUNCIL BLUFFS, IOWA

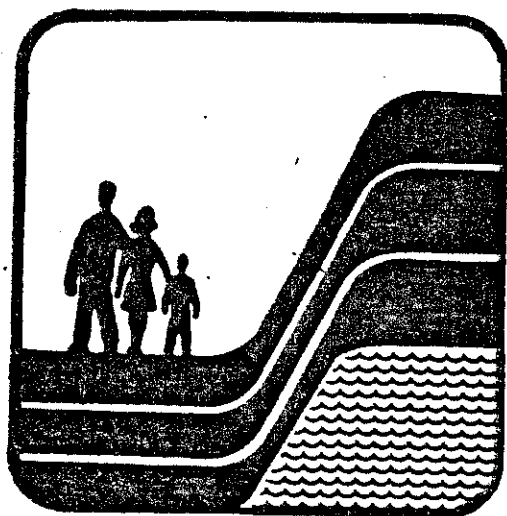
<u>NEIGHBORHOOD</u>	<u>TOTAL STRUCTURES</u>	<u>TOTAL HOUSING UNITS</u>	<u>OCCUPIED</u>	<u>TOTAL SUB-STANDARD</u>	<u>NEEDS</u>	
					<u>ASSISTED</u>	<u>NON-ASSI</u>
Dodge/DeForest	1,313 (6)	1,556 (6)	1,509 (6)	358 (6)	60 (6)	348 (6)
Harrison/North Broadway	2,780 (2)	3,255 (3)	3,158 (3)	748 (3)	195 (3)	1,136 (3)
Iowa Western	322 (10)	519 (9)	503 (9)	120 (9)	12 (9)	52 (9)
Lewis Central	--	--	--	--	--	--
Lincoln/Fairmont	2,719 (3)	3,278 (2)	3,180 (2)	753 (2)	224 (2)	1,298 (2)
Manawa	467 (9)	477 (10)	437 (10)	105 (10)	58 (7)	245 (8)
Skyline/Bennett	969 (7)	1,266 (7)	1,228 (7)	291 (7)	42 (8)	352 (6)
Southside	1,468 (5)	1,659 (5)	1,609 (5)	382 (5)	158 (5)	915 (5)
Twin City/Gifford	730 (8)	1,037 (8)	1,006 (8)	238 (8)	42 (8)	243 (9)
West End	2,003 (4)	2,323 (4)	2,253 (4)	534 (4)	185 (4)	1,102 (4)
Wilson/Meyer- Roberts	<u>4,450 (1)</u>	<u>5,393 (1)</u>	<u>5,231 (1)</u>	<u>1,241 (1)</u>	<u>275 (1)</u>	<u>1,599 (1)</u>
TOTAL(s)	17,230	20,742	20,120	4,770	1,251	7,290

Neighborhood Rank ()

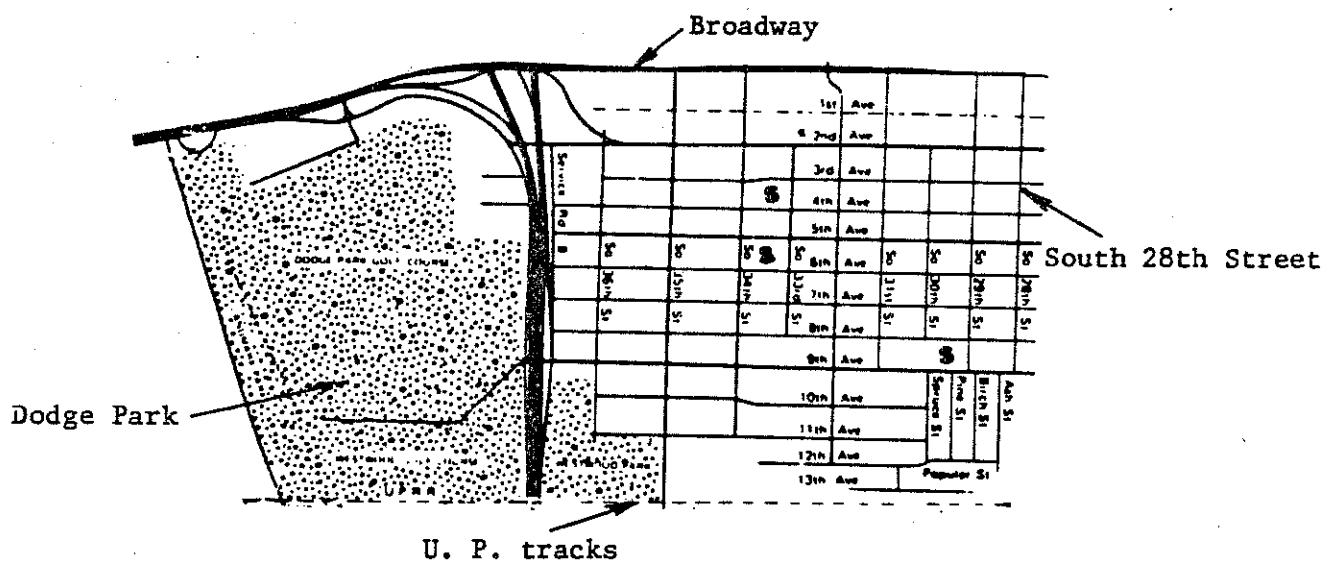
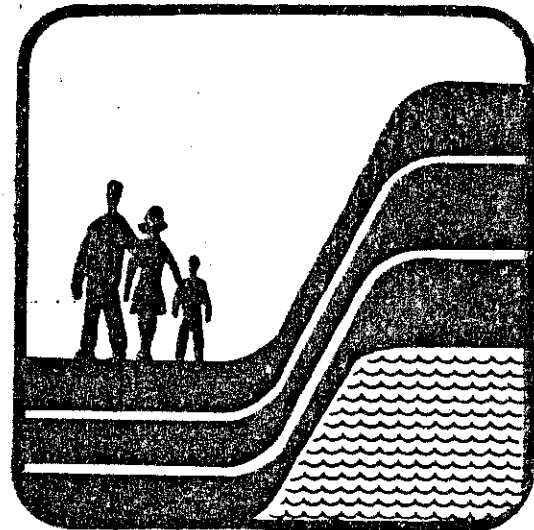
Source: Housing Assistance Plan (Council Bluffs, Iowa); 1977-1978,
Profiles of Change, R. L. Polk and Company; 1974-1975.

*1977-1980 Projections.

***Neighborhood
Development Plans***



Dodge - De Forest



STATEMENT OF OBJECTIVES
DODGE/DeFOREST NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*

SUB-OBJECTIVES: .

 .

 .

OBJECTIVE: o *Develop a traffic circulation plan to encourage the elimination of truck traffic and to discourage through automobile traffic except on designated streets.*

SUB-OBJECTIVES: .

 .

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses and to maximize recreational activity.*

SUB-OBJECTIVES: .

 .

- OBJECTIVE: o Enforce minimum housing and property maintenance codes to encourage housing maintenance and to eliminate dilapidated housing from the neighborhood.
- OBJECTIVE: o Undertake the capital improvements required to complement the area as a single-family residential neighborhood.
- SUB-OBJECTIVES: . Improve street surfacing at railroad crossing intersections.

The Dodge/DeForest Neighborhood represents another neighborhood considered to be in the "West End" area of the city. It represents a location with considerable attractiveness for all types of land use. The location south of Broadway, north of 13th Avenue, and west of 25th Street to the River includes various types of land use which are attractive for residential living as well as industrial and commercial uses. Dodge Park, even though it is located on the west side of the Interstate, provides an area in close proximity to the residential living environment. The commercial properties on Broadway and the access ramps of the Interstate provide good commercial locations. In addition, the industrial property in the southeast portion of the neighborhood and its accessibility to rail lines provides an appropriate area for industrial property. It must also be recognized that the industrial property between Broadway and 2nd Street is not the most appropriate location for heavy industrial development as now exists in some areas. Therefore, when considering the Dodge/DeForest Neighborhood, these elements must be considered in terms of the neighborhood's future and its relationship to industrial use.

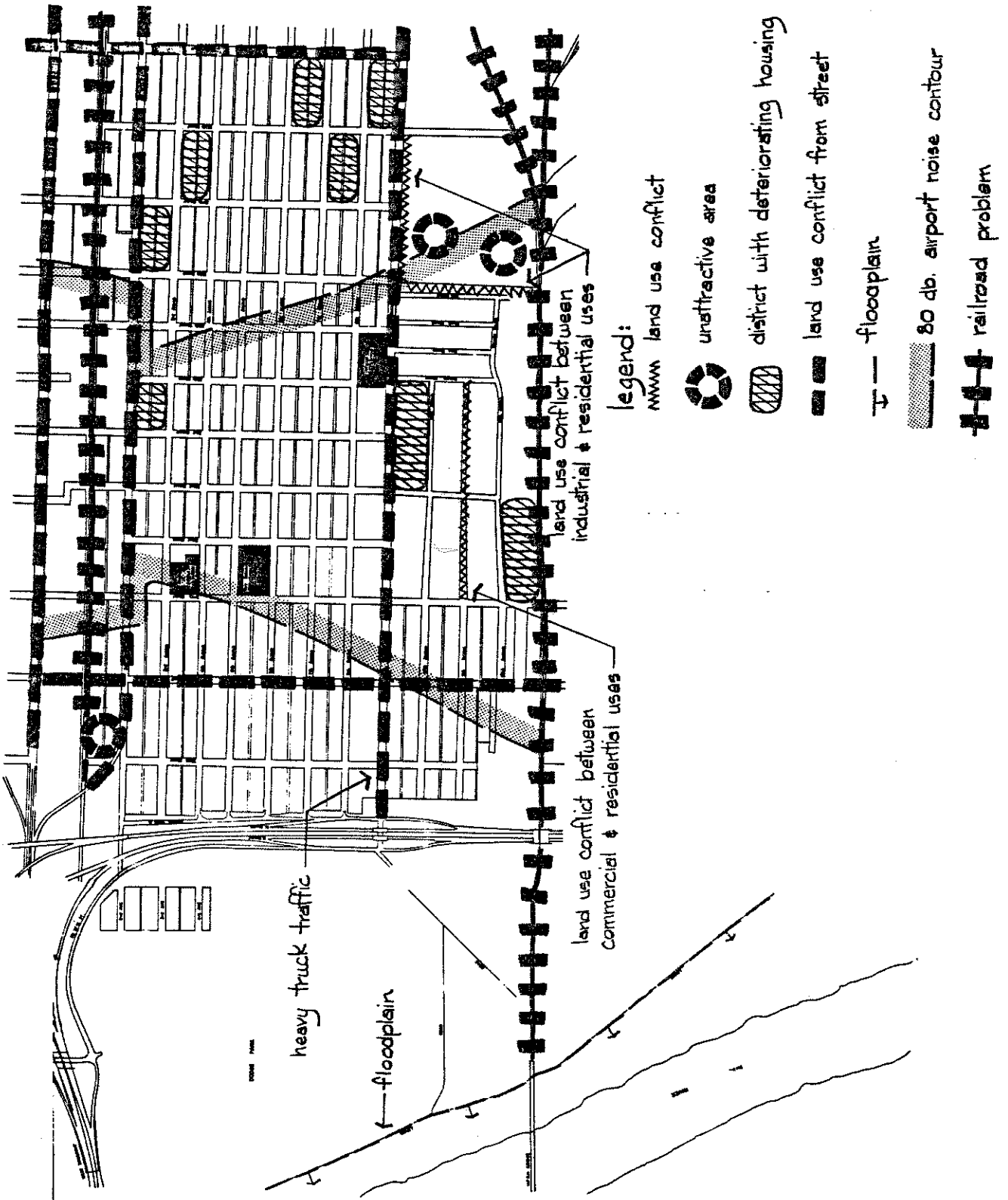
Land Use Characteristics

The neighborhood is primarily residential development; it does have areas that could be considered to have quality housing characteristics. Therefore, it is imperative that any of the nuisances arising from commercial/industrial properties be minimized to retain the stability and viability of the neighborhood's physical characteristics. The physical maintenance will impact the social characteristics of the neighborhood; consequently, persons will be encouraged to remain in the neighborhood.

The physical characteristics of the neighborhood are directly related to the City's transportation pattern's impact on the residential living environment. The quality residential area, the recreation potential, and accessibility encourage development and maintenance of the neighborhood for a quality residential living environment. However, due to the transportation pattern, there is the opportunity for problems to be generated which distract from a quality residential living environment.

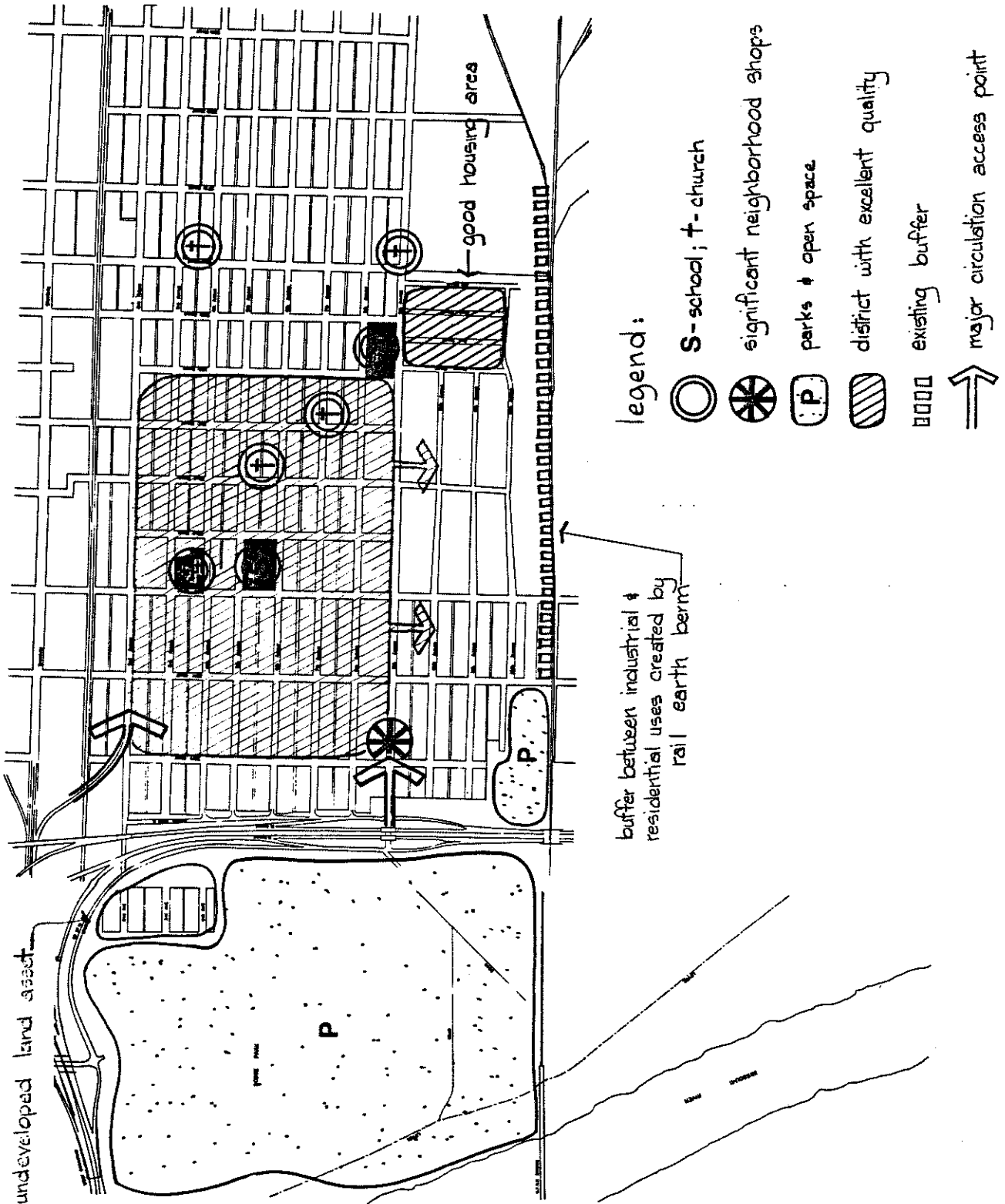
The problems of the neighborhood are generated by the impact of the railroad upon the living environment. This is further illustrated by the transportation pattern as it relates to the movement of truck traffic through the area. Truck traffic moving south on 25th Street and connecting with I-29 in the northern part of the city creates a negative impact upon the residential area. This traffic connects with 5th Street and the interchange with I-80 and I-29 on the west. In effect, the exit ramps from I-29 in the northern portion of the city at 35th Street produce an opportunity for truck traffic to move southerly along 35th Street and through the neighborhood. It is strongly recommended that truck traffic be eliminated from 35th north of 9th and from 25th Street. The movement could be directed around the city to the 9th Street exit, and move east on 9th to 35th and south into the industrial area. It is imperative, if residential quality is to be retained, truck

PROBLEMS



MAP 6

ASSETS



MAP 7



Neighborhood:
Dodge-DeForest

Department of Planning
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Council Bluffs, Iowa



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Missouri



traffic remain on the Interstate and directed into the industrial areas rather than passing through the residential neighborhood.

Other problems are deteriorating housing; however, this is an item that occurs only on a spotted basis throughout the neighborhood. These dwelling unit characteristics stimulate additional deterioration.

The unattractive areas illustrated on the Problems Map represent encroachment of industrial uses upon the residential environment. There is concern among neighborhood residents that industrial uses have generated a lack of property maintenance and nuisances arising therefrom; thus, encouraging many persons to leave the area who would otherwise remain in the neighborhood. There is concern that vacant property in the neighborhood will attract undesirable industrial uses; thus, encouraging additional residents to move from the area. If this occurs without significant land use controls, there is the opportunity for potential deterioration throughout the neighborhood.

The major assets of the neighborhood focus upon its accessibility to the Interstate, the park and recreation areas, and the quality housing. However, in terms of quality housing, there is a significant area in the neighborhood but, good housing exists throughout the neighborhood. It is important to illustrate the quality housing areas for purposes of demonstrating to neighborhood residents and the city that the Dodge/DeForest neighborhood is a viable and stable one even though it is one of the older City neighborhoods.

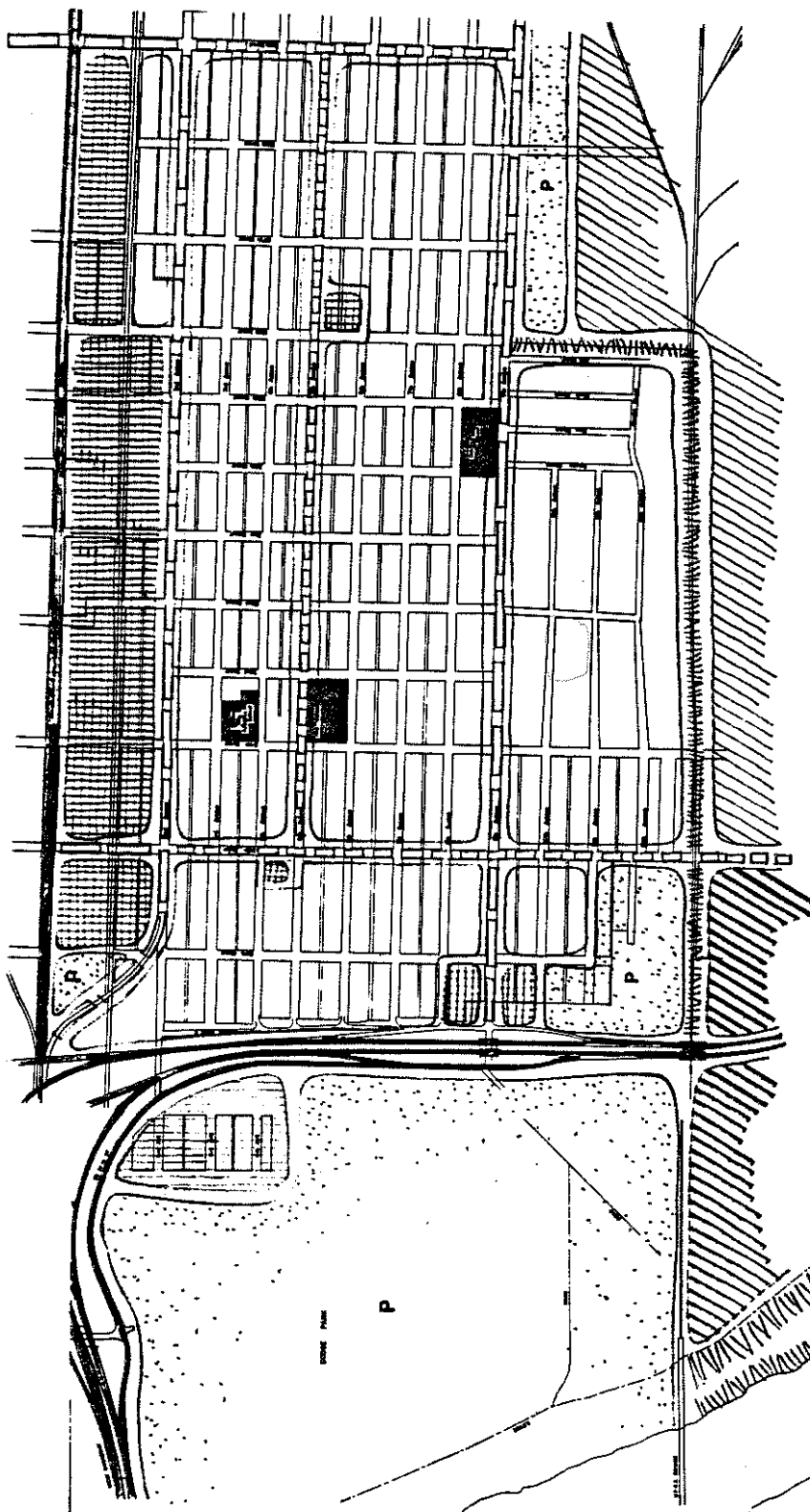
Resident Attitudes

There is a good attitude among residents regarding the condition and potential of their neighborhood. It is generally the opinion of residents that the traffic pattern and the industrial impact is not conducive to encouraging property maintenance; thus, causing neighborhood deterioration. Appropriate City property maintenance codes can protect the neighborhood and encourage it to remain a stable and viable residential neighborhood.

Neighborhood Development Plan

The development plan is primarily oriented toward residential development. However, because of the traffic patterns, there has to be consideration given to between Broadway and 2nd Street from the access ramps east to 28th Street. Since this is the entrance to Council Bluffs, there is demand for commercial properties in this area. Therefore, it is proposed that the area between Broadway and 2nd Street be totally utilized for commercial purposes which would allow access from both Broadway and 2nd Street. The existing industrial uses should continue as non-conforming uses. However, it is imperative the city recognize future industrial expansions should not occur; this could potentially require industry to move from the area. This would remove the undesirable impacts of industry on the residential neighborhood.

DEVELOPMENT PLAN



Legend:

- - Single Family Residential
- - Multi-Family
- ▨ - Public S-Schools, P-Parks
- ▩ - Commercial
- ▧ - Industrial Park
- ▦ - Heavy Industry
- ▥ - Open Space
- == - Expressway
- - Primary Arterial
- - Secondary Arterial
- - Collector

MAP 8



Neighborhood:

Dodge-DeForest

Department of Planning
and Community Development
Council Bluffs, Iowa



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and
Company
Kansas City
Missouri



date Oct 1978
scale T-400

In terms of the area to the south, the railroad berm is a buffer between the residential uses and industrial properties to the south. However, industrial properties in the southeast corner of the neighborhood should be buffered from the residential area. This should occur primarily by the extension of the buffer along 9th Street. It is recognized that this area will in some instances not be developed for a buffer strip at this particular location; however, it is necessary to illustrate this in the conceptual land use plan to provide guidelines in terms of any potential changes in property use.

The traffic pattern needs to be altered to remove truck traffic from 9th Street, 25th Street and 35th Street. All truck traffic should be rerouted south along I-29/I-80 to the interchange with Nebraska Avenue; thus, requiring traffic to proceed northeasterly into the industrial area. If the improvements are made as illustrated in the concept, the Dodge/DeForest neighborhood could continue to be a viable neighborhood with protection provided by the appropriate buffering areas and street improvements.

Profile

The total population is 4,138. The average household size is 2.78. There are 298 retired heads of household in this area. Of the 1,489 households in the neighborhood, 646 have children, and 201 contain 5 or more persons. There are 1,351 person residing in the area who are 18 years of age or younger.

This neighborhood is very similar to the city-wide percentages except with regard to the proportion of retired heads of household which is 4% lower.

The Dodge/DeForest neighborhood has an average household income of \$12,322. This is slightly above the city-wide average. There are 60 (15%) families who have incomes below the poverty level. In comparison to the city at large, this is 3% lower. The occupational breakdown is: Professional and technical--113 (6%); Managers, Proprietors, and supervisors--125 (7%); Non-professional/Non-managerial--752 (43%); and Retired, students and non-working--546 (31%). This differs from the city averages in two areas--non-professional by a 5% greater proportion and for retired, students and non-working, it is 7% lower.

The Dodge/DeForest neighborhood has a housing stock of 1,556 units, with 1,509 of these units currently occupied. Of these, 347 of the units can be considered sub-standard. Vacant units in the area number 47, with 11 of these in the sub-standard classification.

There are 408 families who are in need of newly constructed housing. This is only 5% of the city-wide total with housing assistance needs. Sixty of these units should be in the form of assisted housing, while the remaining units can be non-assisted housing units.

TABLE 6

PROFILE

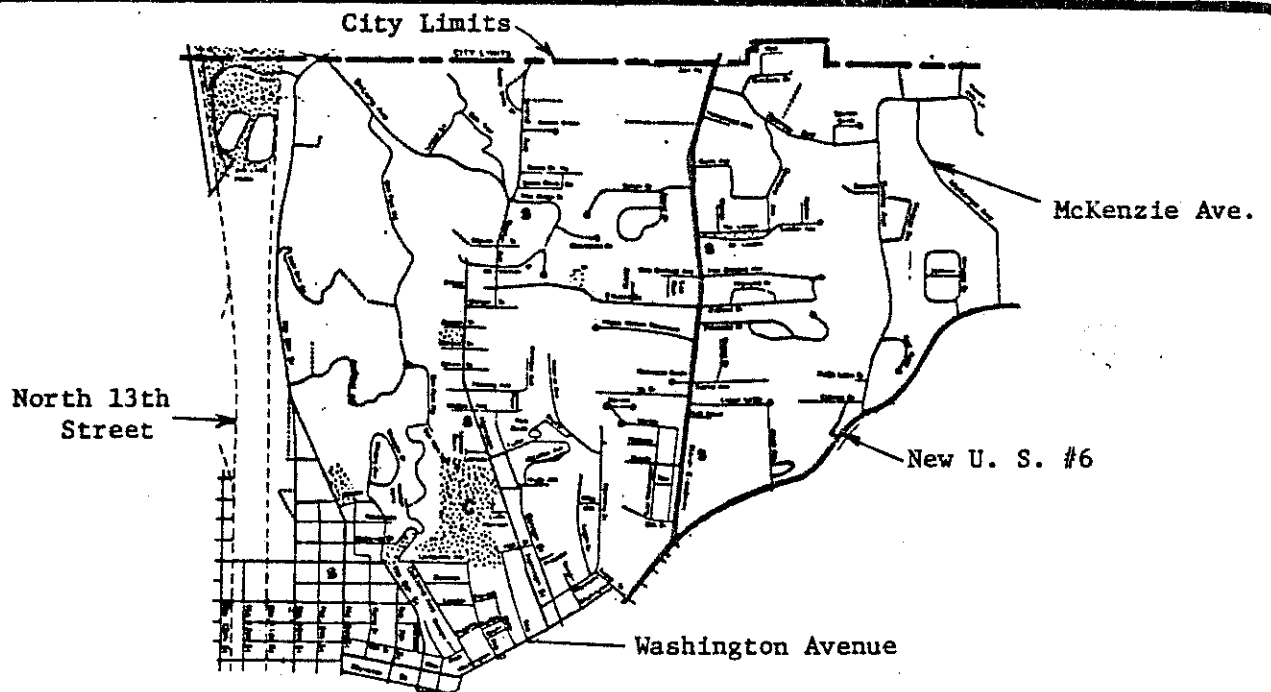
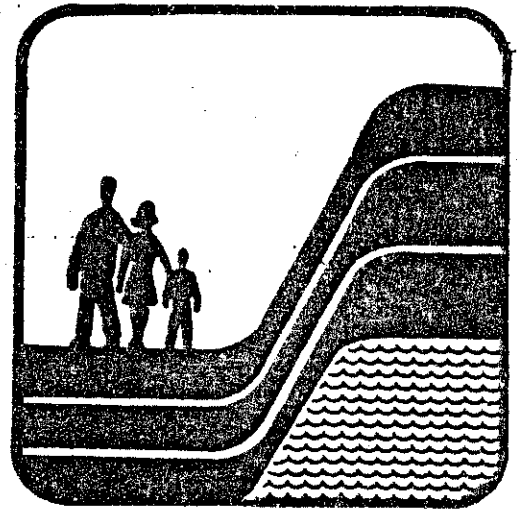
DODGE/DeFOREST NEIGHBORHOOD

			<u>% of Total Neighborhood</u>	<u>% of Total City</u>
<u>Demographic and Economic Profile</u>				
Total Population	4,138	--	--	8
Average Household Size	2.78	--	--	--
Total Retired: Head of Household	298	20	20	.5
Households with children	646	43	43	3
Households with 5 or more persons	201	13	13	1
Total Households	1,489	--	--	8
Persons under 18	1,351	33	33	2
Household Income	\$12,322	--	--	--
Households below poverty level	60	4	4	5
Total Occupations: Head of Household	1,741	--	--	7
Professional and Technical	113	6	6	.02
Managers, Proprietors, Supervisors	125	7	7	.02
Non-Professional/Non-Managerial	752	43	43	.2
Other	546	31	31	.1
Retired	321			
Students	111			
Non-working	114			
<u>Housing Profile</u>				
Total Residential Structures	1,313	--	--	6
Single-family Structures	1,223	93	93	6
Two-family & Multi-family	90	7	7	.4
New Construction (Structures)*	20	--	--	8
Single-family	10 (50)	50	50	5
Two-family/Multi-family	10 (50)	50	50	24
Total Housing Units	1,556	--	--	8
Single-family	1,218	78	78	8
Two-family/Multi-family	338	15	15	7
Occupied Units	1,509			
Owner	1,132	75	75	8
Renter	377	25	25	8
Substandard	347	23	23	8
Standard & all others	1,162	77	77	8
Vacant Available Units	47	3	3	8
Substandard	11	1	1	8
Standard & all others	36	2	2	8
Housing Stock Available	1,556			8
Vacancy Rate	39			3
Housing Assistance Needs	408			5
Assisted Housing	60	15	15	5
Non-assisted Housing	348	85	85	5
Housing Units				
Change of occupancy	388	--	--	--
% of total occupied		27	27	2
Structures Removed	5	.5	.5	6

*New Construction: 1974-1975

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975
Council Bluffs Housing Assistance Plan: 1977

Harrison - North Broadway



STATEMENT OF OBJECTIVES
HARRISON/NORTH BROADWAY NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*

SUB-OBJECTIVE: . Prohibit the zoning and development of property in the interior of the neighborhood for other than single-family residential housing; other types of development should be oriented to the neighborhood's major thoroughfares.

OBJECTIVE: o *Prepare a traffic circulation plan to encourage the elimination of through automobile traffic from residential streets.*

SUB-OBJECTIVES: . Eliminate high speed through traffic from Simms Avenue and the Locust Lodge/North Avenue. These routes are used to by-pass the North Broadway/Highway 6 intersection.

 . Improve the Oak Street/North Broadway and the Hillsdale Drive and McKensie Avenue/Highway 6 intersections to eliminate traffic flow problems.

 . Prepare a plan for a through street across the northern portion of the neighborhood connecting North Broadway with New Highway 6.

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.*

SUB-OBJECTIVES: . Develop open space preservation areas along ridges and bluffs as illustrated in the neighborhood concept plan.

 . Develop a park and recreation facility between North Broadway and Simms Avenue.

OBJECTIVE: o *Enforce minimum housing and property maintenance codes to encourage continuation of housing maintenance and to prevent housing deterioration.*

OBJECTIVE: o *Undertake the capital improvements required to complement the neighborhood's quality single-family residential environment.*

The Harrison/North Broadway Neighborhood represents the northeast quadrant of the city. The neighborhood extends north of Broadway to the city limits, east of 10th Street, and west of McKenzie Avenue. The neighborhood represents the older and newer parts of the city. The area east of North Broadway represents newer portions of the community while the area between 10th Street and North Broadway represents some of the older portions of the community. It should be noted that the neighborhood adjoins the northern boundary of the central business district.

The location is readily accessible to the central business district; access from the southern portion of the neighborhood is good in terms of proximity to major areas of the city. However, the northern portion of the neighborhood is somewhat hampered by the lack of a good east-west street. The only east-west connector is Elliott Street; topographical conditions create sight distance problems and make it a dangerous street during winter months.

Land Use Characteristics

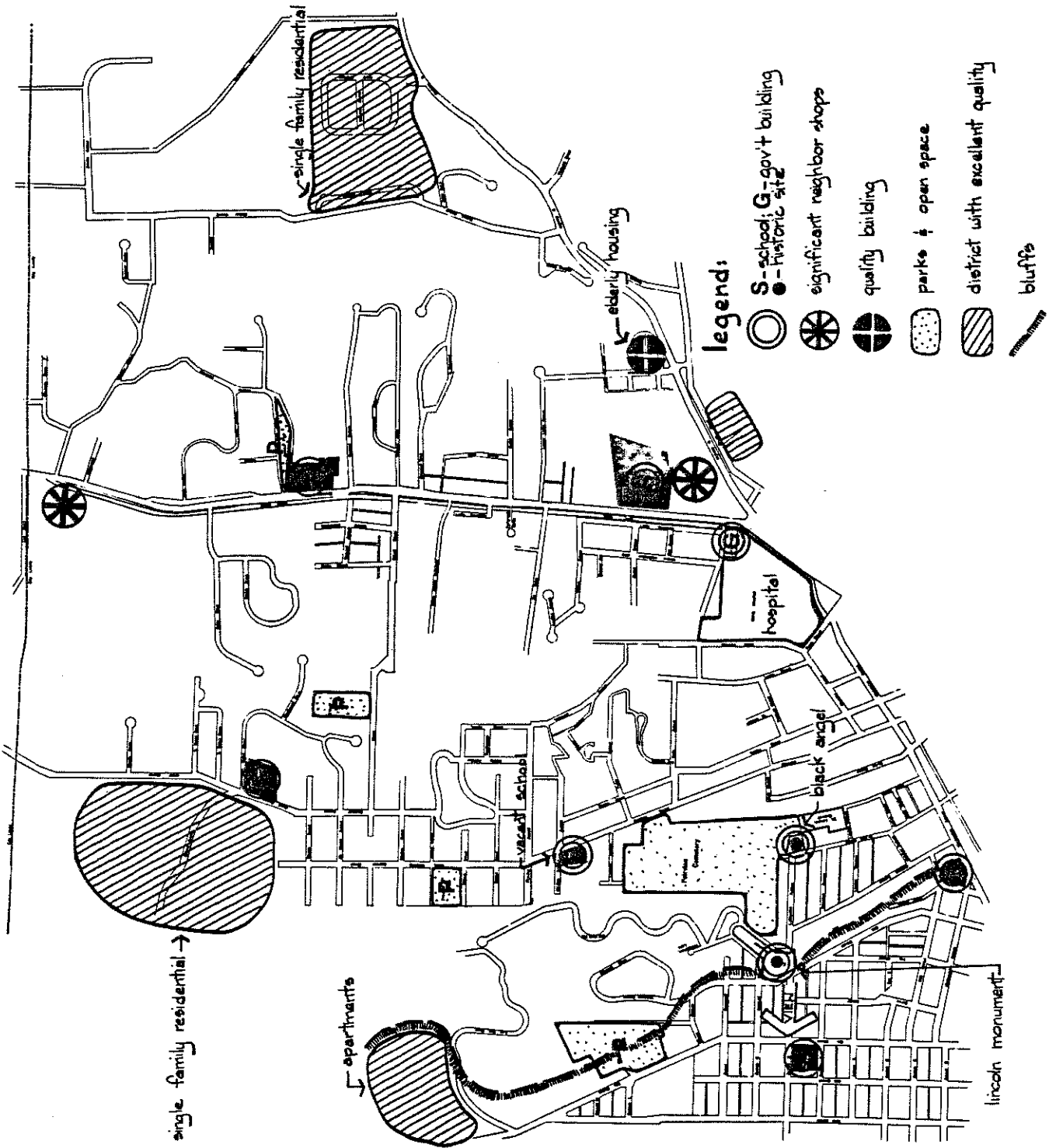
Land use characteristics are primarily single-family. Property is utilized for single-family dwellings with few utilized for other purposes. Properties along North Broadway, those that border the central business district, and institutional properties along New Highway 6 are the only uses other than single-family. There are various parks and recreation areas within the neighborhood; however, in the area west of North Broadway, it is generally lacking in facilities. Therefore, in terms of land use, the area is conducive to single-family residential living. There is considerable vacant property for additional development. However, in terms of the public facilities and commercial/shopping facilities normally associated with the amenities of single-family residential living, the neighborhood is lacking these amenities in its northern limits.

There are relatively few problems generated within the neighborhood. Circulation and dangerous intersections appear to be one of the major problems. There is little deteriorating housing; however, as one approaches the 8th to 10th Street area, there is housing which approaches deteriorating conditions. This possibly is due to the impact of industrial properties.

A major problem is the flight path of jet airlines landing and taking off from Eppley Air Field. Currently, the City is working with the Federal Aviation Administration (FAA) and Eppley personnel to re-route air traffic. Traffic has been re-routed in recent months and it now appears that the majority of noise problems are in the northern portion of the neighborhood rather to the south. In any event, it appears that this will be a continual problem due to the location of the Airport.

There are community facilities available which tend to stabilize the neighborhood. However, the greatest quality of the neighborhood is the single-family residential environment which has primarily developed for a long period of years. The topography has limited industrial and commercial

ASSETS



MAP 9

Neighborhood:

Harrison - North Broadway

Department of Planning
and Community Development
Council Bluffs, Iowa

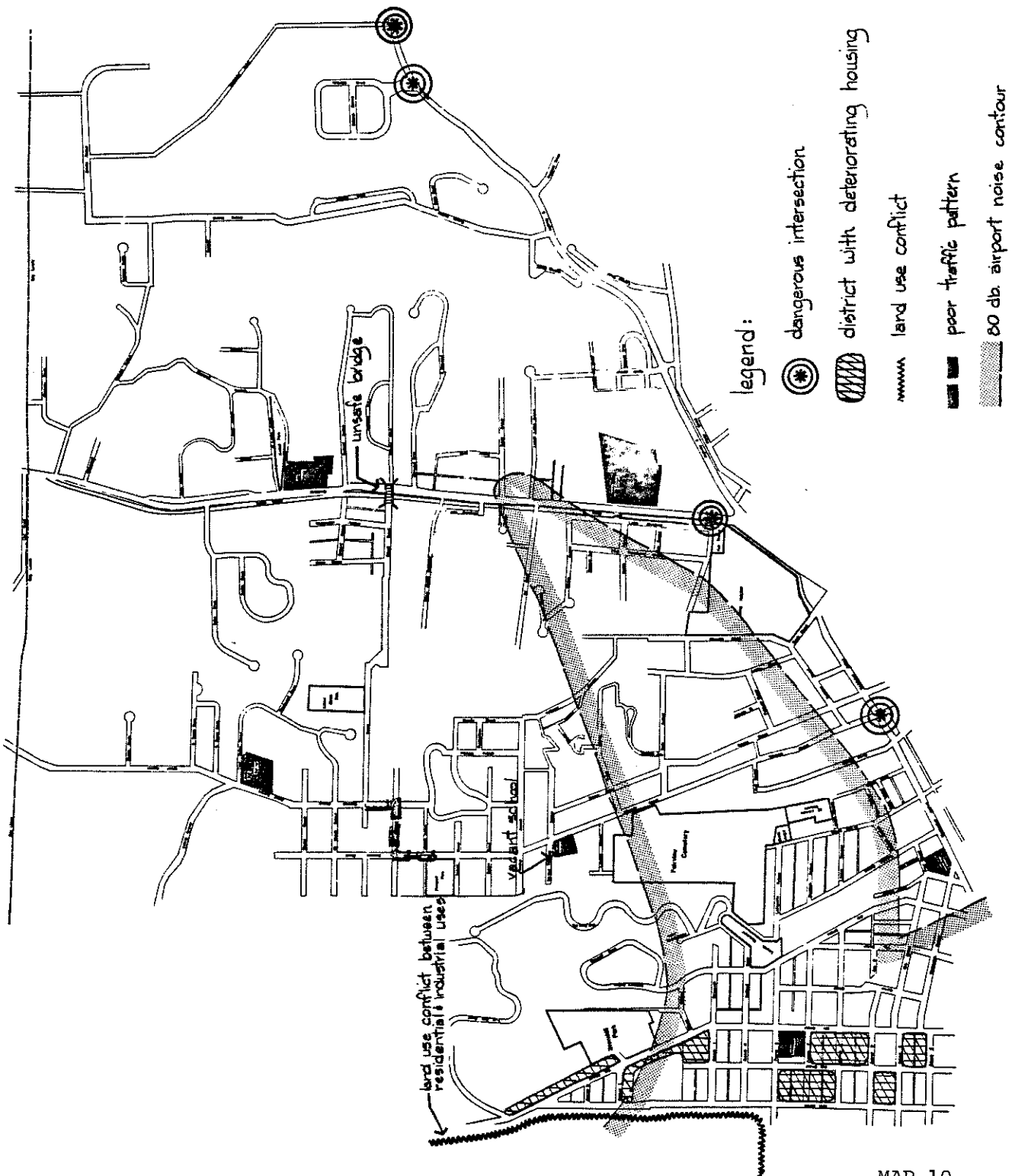


Lawrence Leiter
and
Company
Kansas City
Missouri



date Oct 1976
scale 1" = 400'

PROBLEMS



MAP 10



Neighborhood:

Harrison-North Broadway

Department of Planning
and Community Development
Council Bluffs, Iowa



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Kansas City
Missouri



development, ingress and egress from the neighborhood which has minimized traffic; thus, providing an environment for several new single-family housing areas.

Resident Attitudes

The residents of the Harrison/North Broadway Neighborhood was generally well pleased with the neighborhood environment. However, there are two current problems which are very much of concern. The first focuses on persons utilizing Simms Avenue for access from the northern portion of the city to New Highway 6 and continuing in an easterly direction along Highway 6. Simms essentially provides a diagonal route from approximately the city limit boundary across the neighborhood and consequently is a shorter distance than moving south on North Broadway to New Highway 6 and then proceeding easterly.

A second problem results from a rezoning of property on Filmore Avenue, east of Harrison Street for a multiple-family development which will be subsidized with Section 208 Federal Housing Funds. The residents feel this is an encroachment upon the single-family neighborhood and are concerned that the development may have an impact upon their living environment.

Other concerns relate primarily to a lack of park and recreation facilities as well as recreation programming within the neighborhood. In addition, as a result of the Simms Avenue situation, there is a feeling by residents that every attempt should be made to develop a connector between North Broadway and New Highway 6. The route should naturally be planned and improved in a manner that would minimize through traffic in the residential neighborhood.

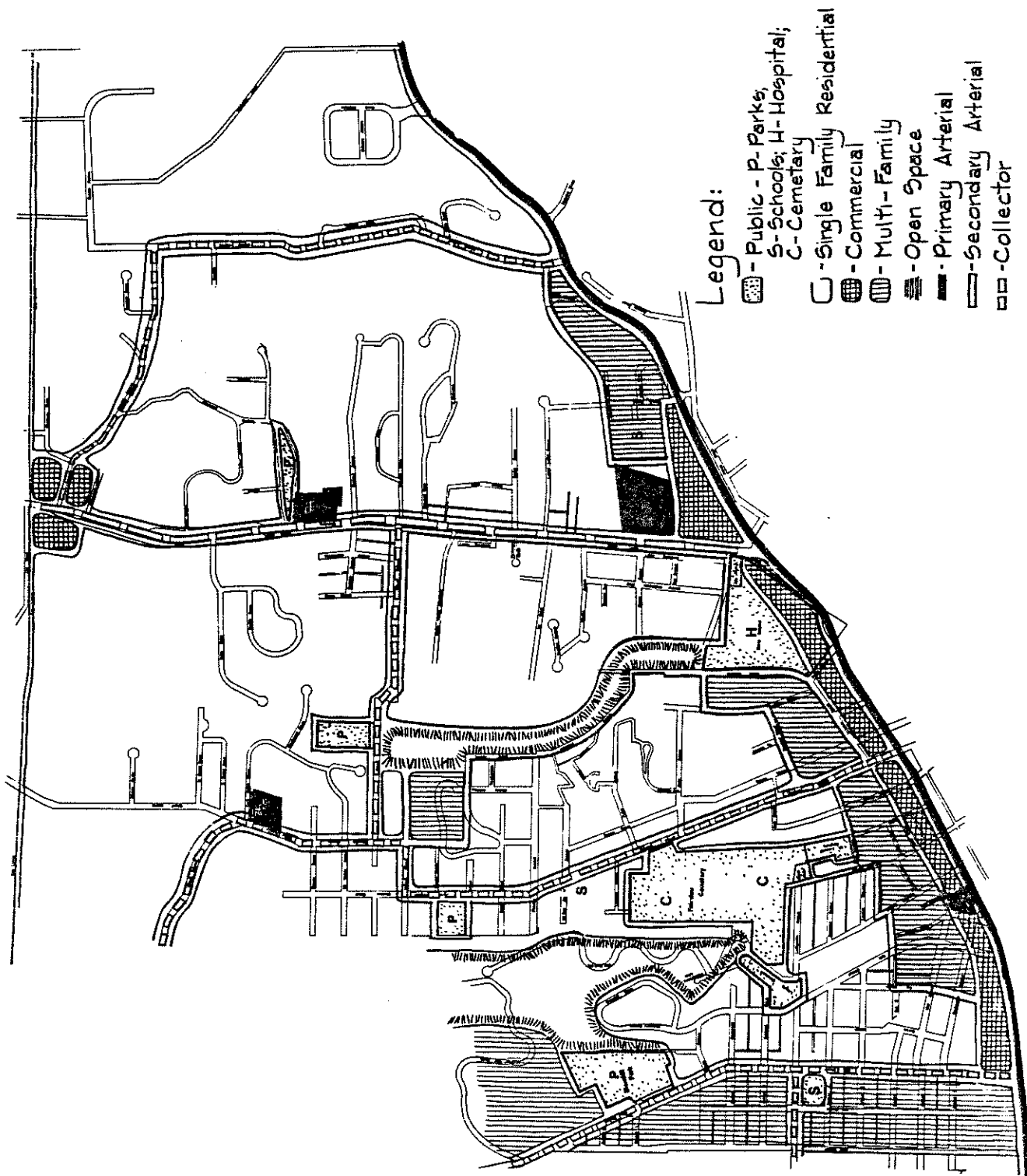
Neighborhood Development Plan

The neighborhood development plan for the Harrison/North Broadway Neighborhood is one which needs to consider several developments currently in the planning process or that will be completed in the relatively near future. These include the Washington Street By-Pass, the Section 8 Rental Assistance Housing located at the north end of Filmore avenue. These improvements, together with the opportunity to maintain the existing residential quality, need to be assessed and integrated in order to form a more perfect land use pattern for the neighborhood.

This is further illustrated when reviewing the neighborhood development planning concept. It is recommended that a new park be included in the area west of Simms and that several green areas be preserved along the ridges. These areas will form conservation areas for open space. They generally would not be utilized for other types of land use due to topographical conditions.

There has been included an area of open space adjacent to commercial properties on the south side of the Washington Avenue By-Pass. It is believed that with the By-Pass and the east extension of commercial properties that

DEVELOPMENT PLAN



MAP 11

could be entered from Broadway and Washington Avenue, that Washington Avenue would lose its intent of becoming a high-speed artery. Therefore, the commercial orientation should remain on Broadway with the appropriate buffering included on the Washington Avenue side of the development.

It is imperative with the large amount of vacant property in the neighborhood that requests for rezoning and development for other than single-family housing uses be closely reviewed. Uses other than single-family residential properties in many of these areas will begin to encroach upon those properties, eventually causing some deterioration and possible lack of housing maintenance.

Profile

The Harrison/North Broadway Neighborhood population is 8,651. The average household size is 2.78. There are 801 retired heads of households residing in the area. A total of 3,055 households are located in the area. Of this total, 1,227 households have children, and 465 contain 5 or more persons. Persons residing in the area who are 18 years of age or younger number 2,755.

This neighborhood very closely reflects the city-wide averages.

The average income of the Harrison/North Broadway Neighborhood is \$11,187. This is low in comparison to the city-wide average. Families having incomes below the poverty level total 195 (7%). The occupational breakdown of the area is: Professional and Technical--295 (8%); Managers, proprietors, and supervisors--399 (10%); Non-professional/Non-technical--1,211 (32%); and Retired, students, and non-working--1,518 (40%). This neighborhood differs significantly from the City as a whole in only one category--Non-professional/Non-technical. It is 6% lower than the city-wide percentage.

In the Harrison/North Broadway neighborhood, 3,255 housing units are available. Of this total, 3,158 are occupied and 97 units are currently vacant. Of the occupied units, 726 are substandard in nature and of the vacant units, 22 should be considered substandard.

Families in need of housing units in the area number 1,331. This is 16 of the city-wide total. Of these, 195 need to be in the assisted category and 1,136 should be non-assisted.

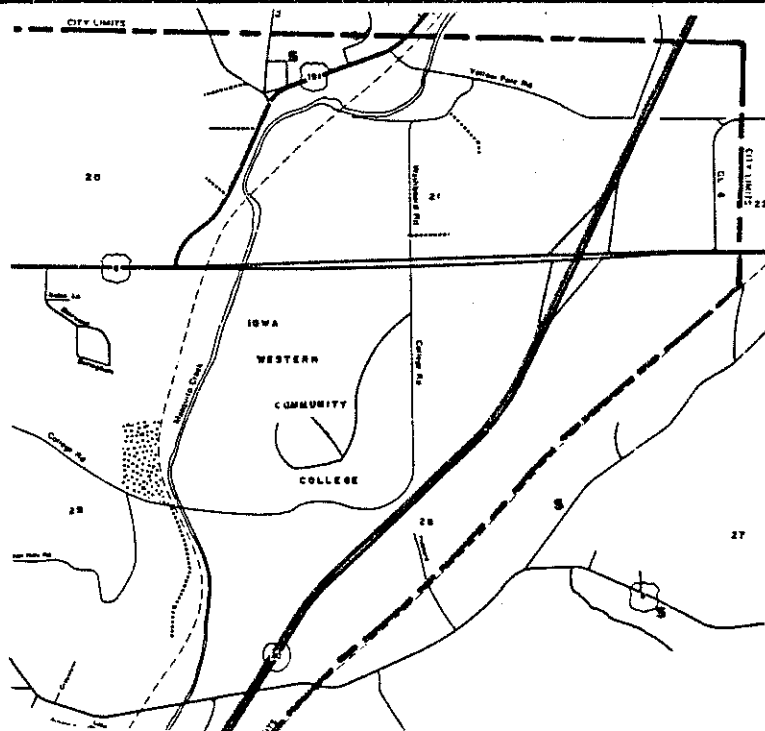
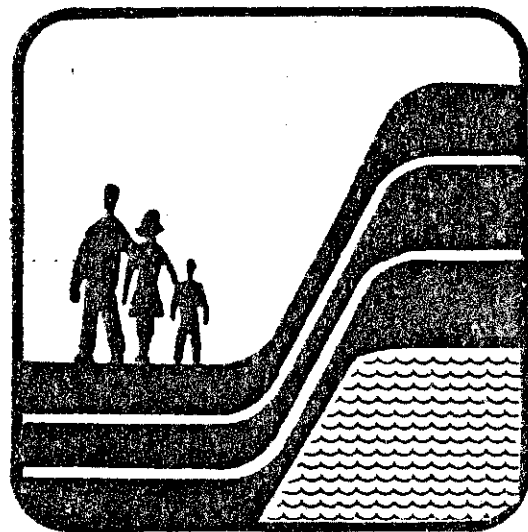
TABLE 7

PROFILE

HARRISON/NORTH BROADWAY NEIGHBORHOOD

		% of Total <u>Neighborhood</u>	% of Total <u>City</u>
<u>Demographic and Economic Profile</u>			
Total Population	8,651	--	16
Average household size	2.78	--	--
Total Retired Heads of Household	801	9	16
Households with children	1,227	40	15
Households with 5 or more persons	465	15	15
Total households	3,055	--	16
Persons under 18	2,755	32	15
Household Income	\$11,187	--	--
Households below poverty level	195	7	16
Total Occupations: Head of households	3,793	--	16
Professional and Technical	295	8	20
Managers, Proprietors, Supervisors	399	10	22
Non-Professional/Non-Managerial	1,211	32	14
Other	1,518	40	17
Retired	889		
Students	388		
Non-working	241		
<u>Housing Profile</u>			
Total Residential Structures	2,780	--	16
Single-family Residences	2,572	93	16
Two-family/Multi-family Residences	208	7	16
New Construction (Structures)*	38	--	15
Single-family	18	47	8
Two-family/Multi-family	20	53	48
Total Housing Units	3,255	--	16
Single-family	2,587 (79)	79	16
Two-family/Multi-family	668 (21)	21	14
Occupied Units	3,158		
Owner	2,464	78	16
Renter	694	22	12
Substandard	726	23	4
Standard & all others	2,432	17	12
Vacant Available Units	97	--	16
Substandard	22	23	4
Standard & all others	75	77	12
Housing Stock Available	3,255	--	15
Vacancy Rate		3	.5
Housing Assistance Needs	1,331	--	16
Assisted Housing	195	15	16
Non-assisted Housing	1,136	85	16
Housing Units			
Change of Occupancy	652	--	--
% of total occupancy		20	13
Structures Removed	9	--	11

Iowa - Western



STATEMENT OF OBJECTIVES
IOWA WESTERN NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*

SUB-OBJECTIVE: . *Prepare a development district classification for inclusion in the zoning ordinance and zone property in the vicinity of the I-80/U.S. 6 interchange for development district activity.*

OBJECTIVE: o *Prepare a traffic circulation plan to encourage the appropriate flow of traffic through the Iowa Western Neighborhood in a manner to prevent encroachment upon single-family neighborhoods.*

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.*

SUB-OBJECTIVE: . *Prevent building in the flood plain of Mosquito Creek.*

 . *Provide continued maintenance for existing park facilities in the neighborhood.*

OBJECTIVE: o *Enforce minimum housing and property maintenance codes to encourage continued housing maintenance and to prevent deteriorating housing conditions.*

OBJECTIVE: o *Undertake the capital improvements required to complement the Iowa Western Neighborhood as a well planned neighborhood serving the community and the region.*

The Iowa Western Neighborhood represents the City's northeast quadrant. Although the area is predominantly vacant at the current time, it is one which has considerable potential, provided it is developed through the planned unit development process. The major interchange of Interstate 80 and New U.S. Highway 6 provides an opportunity whereby the adjacent property if properly planned can offer considerable opportunity for new housing and commercial development; thus, having a significant impact upon the City's easterly growth. It is a recognized fact that the I-80 corridor and the New U.S. 6 corridor represent growth areas for new development in both housing and commercial enterprises.

These two characteristics will be guiding factors in determining future growth for the area. The current land use is primarily vacant property to the north and to the south. However, the Iowa Western Community College, the K-Mart store, the Sherwood Apartments, and the vacant/agricultural use represent opportunities to capitalize upon. Therefore, any plans or new developments should be reviewed in detail and considered in terms of their total impact upon the city.

Resident Attitudes

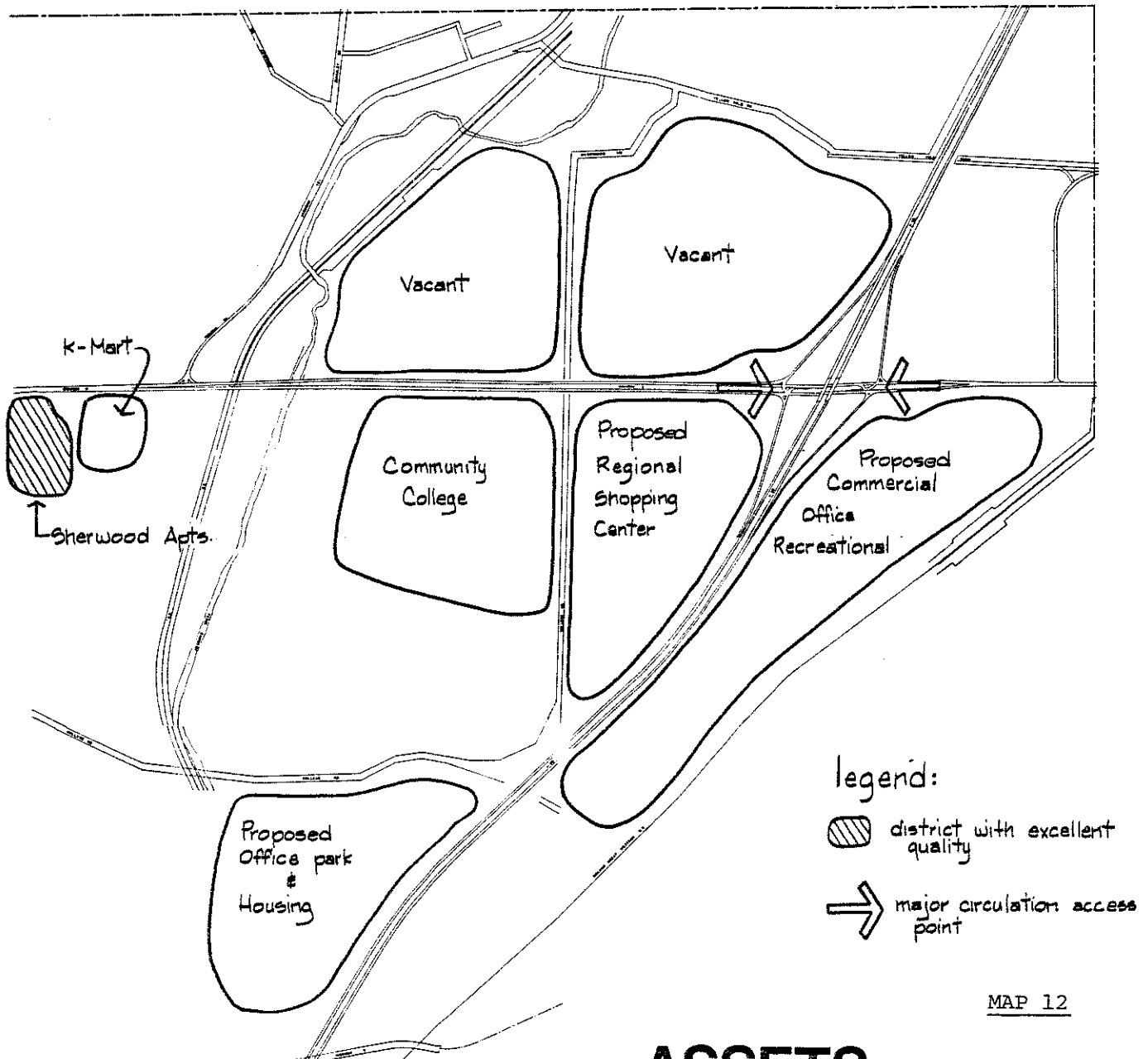
It is the general opinion of most that there is the opportunity for development which will benefit the city. Therefore, neighborhood residents and those from adjacent areas are extremely concerned about how development may affect their properties. Since there are many vacant properties, there is the potential for new development for single-family residences. However, with the interchange the neighborhood residents are concerned about the type of development that will take place at the I-80/6 interchange. The attitudes appear to be for a planned unit rather than piecemeal development.

Neighborhood Development Plan

The development concept for the Iowa Western Neighborhood is one which requires considerable foresight and analysis of past trends as they apply to highway interchanges. It must be recognized that some type of development will occur at the New Highway 6/I-80 interchange. The development that occurs will be of greater magnitude than normal single-family development. Therefore, the neighborhood development plan calls for a "Development District" type of activity oriented to planned unit type development.

The type of land use that occurs will probably be a combination of commercial, office, industrial, housing, and recreational. The "Development District" will allow for more flexible design and will orient developers toward a planned community.

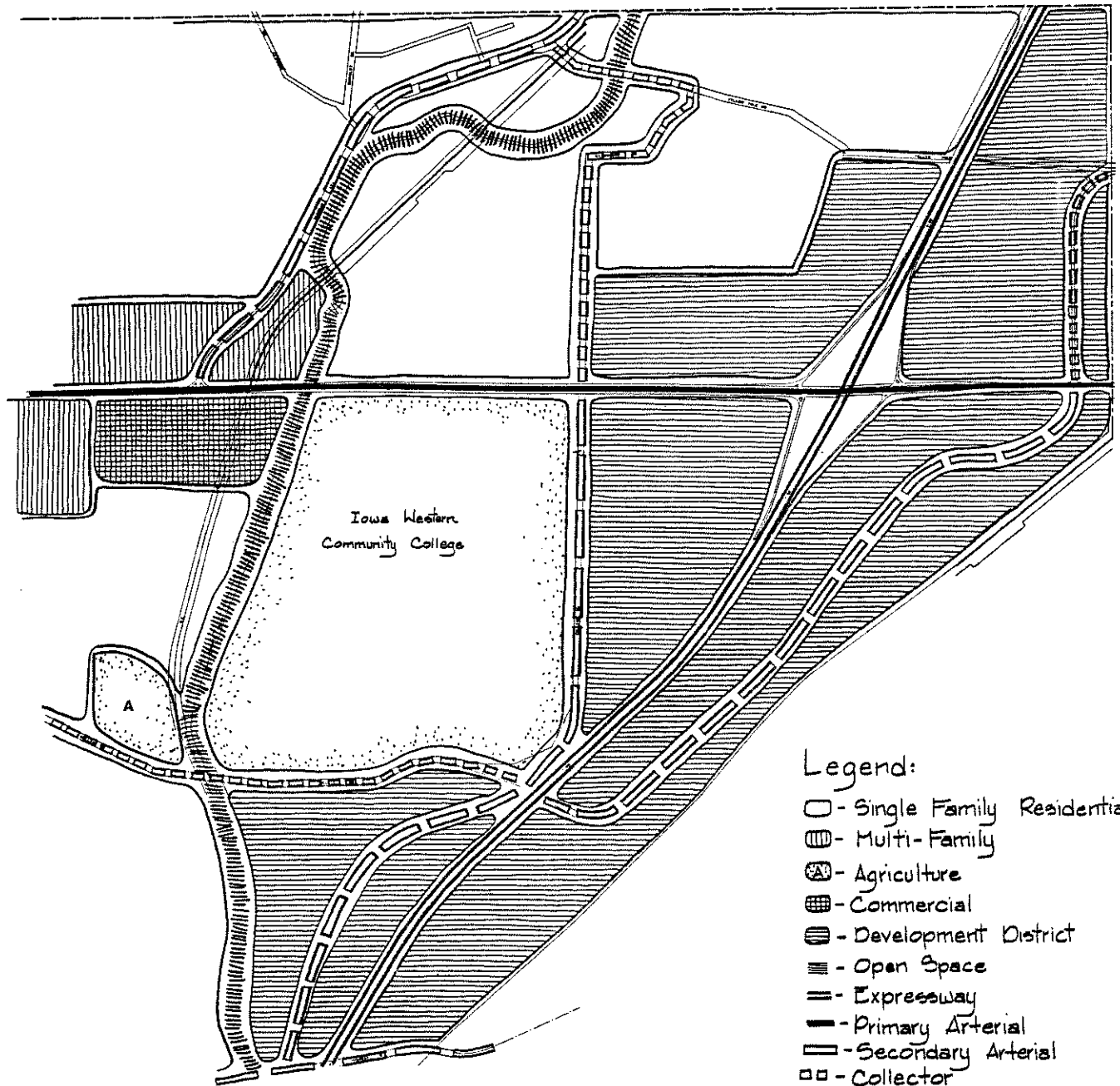
Other land uses in the area remain basically the same with single-family residential comprising the majority of the property that remains. Existing commercial and multiple-family properties should continue to be utilized as previously anticipated.



MAP 12

ASSETS

DEVELOPMENT PLAN



Legend:

- - Single Family Residential
- ▨ - Multi-Family
- ⊞ - Agriculture
- ▤ - Commercial
- ▧ - Development District
- ░ - Open Space
- == - Expressway
- - Primary Arterial
- - Secondary Arterial
- - - Collector

MAP 13



Neighborhood:

Iowa-Western

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date Oct 1976
scale 1" = 400'

It is believed that with this type of development in the Iowa Western Neighborhood and with the opportunity to create development that focuses upon the properties as a whole rather than piecemeal, there is greater opportunity for improvements.

Profile

The Iowa Western Neighborhood's population is 1,410. This is the second to the smallest population of all the neighborhoods. The average household size is quite large--3.30. There are 43 retired heads of household. Of the 811 households, 235 have children, and 90 contain 5 or more persons. Residents who are 18 years of age or younger total 514.

This neighborhood differs from the city-wide averages in many categories. The percentage of retired heads of household is very low--only 5%. The average household size is considerably larger than that of the city. This may be a result of a higher percentage of households with children, which is above the city percent by 11%.

The average household income of the Iowa Western Neighborhood is \$14,700. This is the highest average income in the city. The percentage of families below poverty is the lowest--only 2%. The occupational breakdown of the area is: Professional and technical--65 (12%); Managers, proprietors, and supervisors--90 (16%); Non-professional/Non-managerial--188 (34%); and Retired, students, and non-working--138 (25%). This neighborhood has the highest percentage of professional and managerial workers and a low percentage of non-professional and retired, students, and non-working people.

The Iowa Western Neighborhood has 519 housing units available in its neighborhood area. These are 503 occupied units of which 116 are in substandard condition. Four of the 16 vacant units are in substandard condition.

Families in need of housing in this neighborhood number 64, a figure which accounts for less than 1% of the total need in Council Bluffs; of the 64 units, 12 should be in the form of assisted housing, with the remaining 52 units in the form of non-assisted housing.

____(61) (Interviewer's Summary)

- 1 - Both upward
- 2 - Both downward
- 3 - City up, neighborhood down
- 4 - City down, neighborhood up

22. What do you feel to be one major improvement that is needed in Council Bluffs? I am interested in any specific thing that you might see that needs the most attention anywhere in the city? (open-ended) What do you feel to be the second in terms of major improvements?

____(62) 1st: _____

____(63) 2nd: _____

23. What do you feel to be one major improvement that is needed in your neighborhood of Council Bluffs? I am interested in any specific thing that you might see that needs the most attention in your neighborhood? (open-ended) What do you feel to be second in terms of major improvements?

____(64) 1st: _____

____(65) 2nd: _____

____(66) 24. (If an improvement(s) is mentioned in Item 22 or 23, ask:) For the improvements you mentioned, would you be willing to pay higher taxes for the improvement?

- 1 - Yes
- 2 - No
- 3 - (Depends) or (Don't Know)

____(67) 24A. (Only if responded "No", ask:) Would you support the financing if only those that benefited from the improvement paid for it through a special tax fee for its usage?

- 1 - Yes
- 2 - No
- 3 - (Depends) or (Don't Know)

____(68) 25. Finally, I have a few questions for classification purposes only. First, how many people, including yourself, live at home - where you are now? (open-ended)

List Number: _____

- 1 - One
- 2 - Two
- 3 - Three to Four
- 4 - Five or More

____(69) 26. How many children under 18 live at home with you?

- 1 - None
- 2 - One
- 3 - Two
- 4 - Three to Four
- 5 - Five or More

____(70) 27. Does the primary wage earner of the household work: (responses read)

(Summary)

- 1 - In Council Bluffs
- 2 - In Omaha
- 3 - Other

____(71) 28. (Interviewer code only - Do not ask)

- 1 - Area 1
- 2 - Area 2
- 3 - Area 3
- 4 - Area 4
- 5 - Area 5
- 6 - Area 6

____(72) 29. (Interviewer code only - Do not ask)

Sex:

- 1 - Male
- 2 - Female

INTERVIEWER: _____

TABLE 8

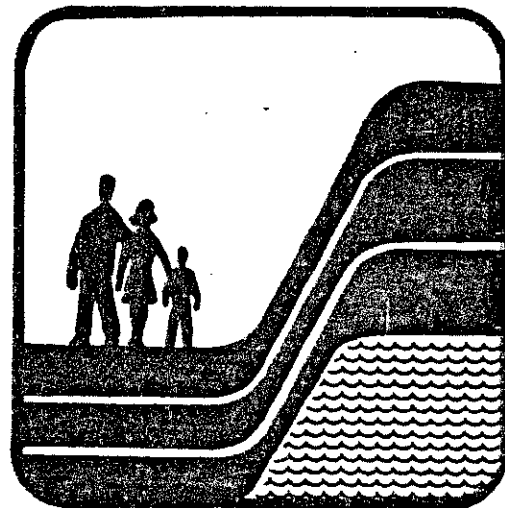
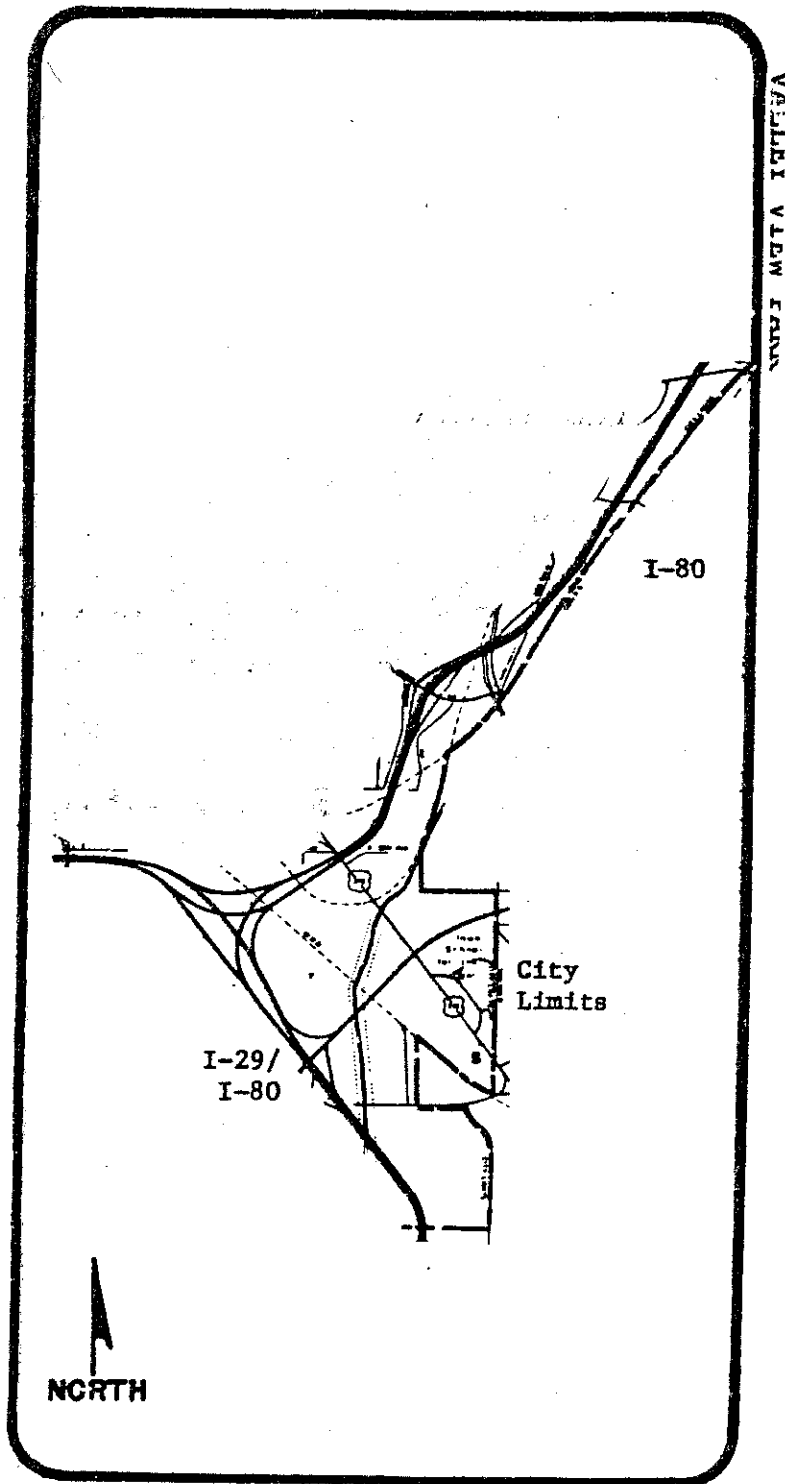
PROFILE

IOWA WESTERN NEIGHBORHOOD

		% of Total Neighborhood	% of Total City
<u>Demographic and Economic Profile</u>			
Total Population	1,410	--	3
Average household size	3.30	--	--
Total Retired Head of Household	43	3	1
Households with children	235	29	3
Households with 5 or more persons	90	11	3
Total Households	811	--	4
Persons under 18	514	36	3
Household Income	\$14,700	--	--
Households below poverty level	12	2	1
Total	547	--	2
Professional and technical	65	12	4
Managers, proprietors, supervisors	90	16	5
Non-professional/Non-managerial	188	34	2
Other	138	25	2
Retired	49	(8.95)	
Students	57	(10.42)	
Non-working	32	(5.85)	
<u>Housing Profile</u>			
Total Residential Structures	322	--	2
Single-family structures	299	93	2
Two-family/Multi-family structures	23	7	2
New Construction (Structures)*	19	--	6
Single-family	9	43	3
Two-family/Multi-family	10	56	21
Total Housing Units	519	--	2
Single-family	309	60	2
Two-family/Multi-family	210	40	4
Occupied Units	503		
Owner	306	61	2
Renter	197	39	2
Substandard	116	23	1
Standard & all others	387	77	2
Vacant Available Units	16	--	3
Substandard	4	25	1
Standard & all others	12	75	2
Housing Stock Available	519	--	3
Vacancy Rate		3%	1
Housing Assistance Needs	64	--	1
Assisted Housing	12	19	.1
Non-assisted Housing	52	81	1
Housing Units			
Change of Occupancy	138	--	--
% of total occupied		28	3
Structures Removed	1	--	--

*New Construction: 1974-1975

Source: Profiles of Change, R. L. Polk & Co.; 1974-1975



**Lewis
Central**

STATEMENT OF OBJECTIVES
LEWIS-CENTRAL NEIGHBORHOOD

OBJECTIVE: 0 *Plan and zone neighborhood property for industrial/
commercial development compatible with the existing
institutional environment.*

SUB-OBJECTIVES:

- . Develop industrial property for an industrial
park environment.
- . Commercial properties should be oriented to
interstate uses.
- . Commercial/industrial developments should have the
appropriate separation from institutional and
potential medium density housing developments.

LEWIS-CENTRAL NEIGHBORHOOD

The Lewis-Central neighborhood represents a rather small portion of the city in the southeast quadrant. It contains many transportation movements in terms of railroad and traffic interchanges. The railroad bisects the area as does Mosquito Creek. Mosquito Creek presents some problems for the area; the neighborhood generally falls within the flood plain as defined by the National Flood Insurance Program Administration.

Land Use Characteristics

Land use in the neighborhood primarily focuses upon education facilities. The Lewis-Central school district occupies most of the land area. This includes the Lewis-Central high and junior high schools and the Iowa School for the Deaf. At the same time, the Lewis-Central school district has its administrative offices in the area and immediately adjacent to the city limits is the storage area for the school district.

In addition, there are several commercial/light industrial uses that occur adjacent to the old South Omaha Road. The Road has been terminated by the I-29 right-of-way. The remaining portion of the property remains vacant and agriculture.

There are few residents living in the area; dwelling units are scattered throughout the area. The transportation pattern together with the railroad provide excellent opportunities for industrial and other land uses desiring high visibility. In terms of residential development, there are only limited tracts available for development in accordance with the requirements of the National Flood Plain Insurance Program. The area is limited only to commercial and industrial uses with some potential for medium density residential development/rental property.

Therefore, the neighborhood development plan illustrates a relationship with the rest of the city primarily as one of institutional and light industrial development. In the same instance, the light industrial development, together with any potential highway commercial development (motels, service stations, etc.) should be of a nature that are planned in scope. Proposals should be scrutinized very carefully to insure that this southern gateway to Council Bluffs is not marred by development not utilizing the most appropriate design principles and can exist over the long term as good development.

It is for this reason that a part of the Lewis-Central Neighborhood is recommended for a Development District; thus, requiring planned unit development.

A neighborhood profile has not been prepared for the Lewis-Central Neighborhood. Housing exists in only a limited number.

PROBLEMS

legend:

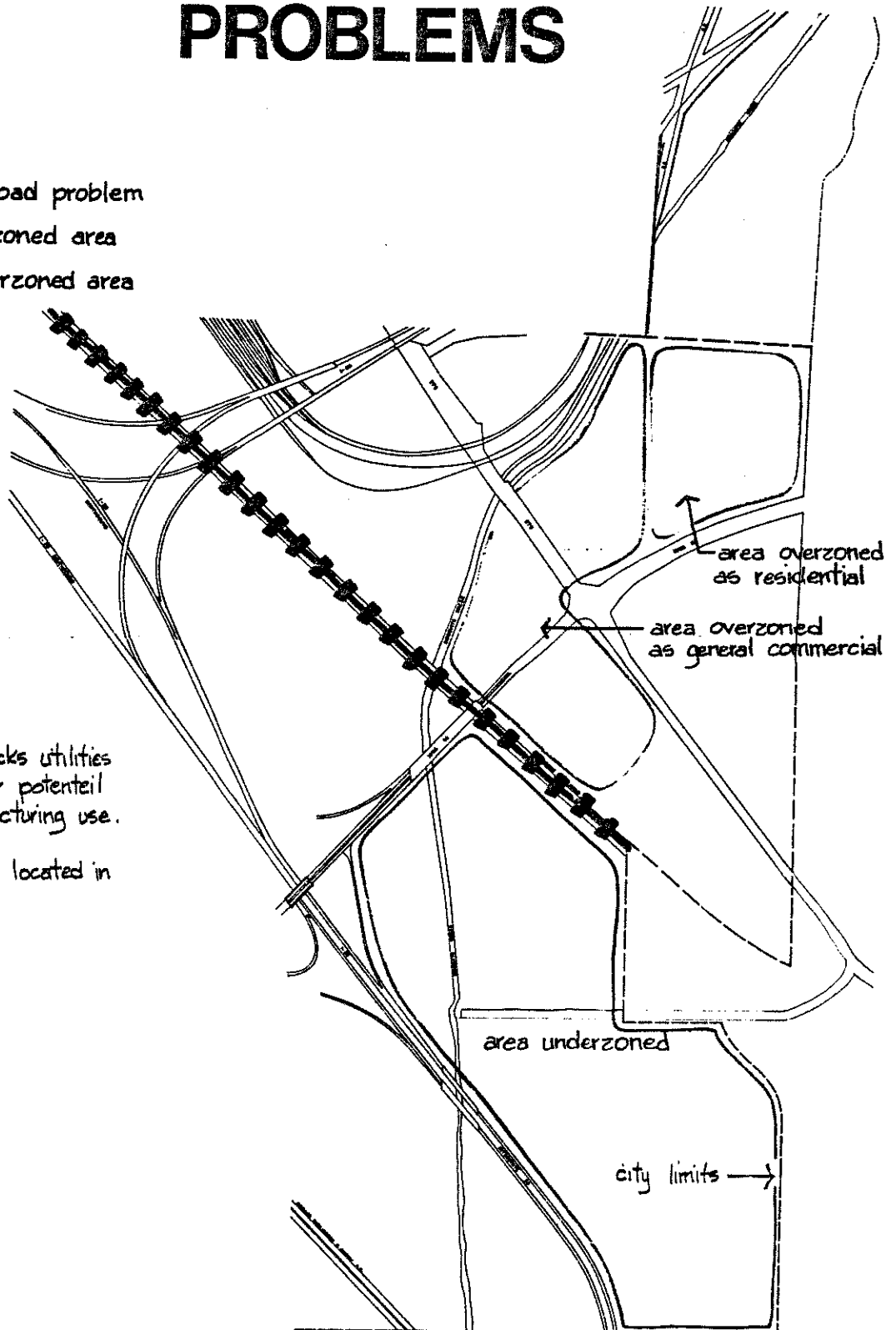
⛶ railroad problem

○ overzoned area

○ underzoned area

* entire area lacks utilities
underzoned for potential
light manufacturing use.

* entire area is located in
a floodplain



MAP 14



Neighborhood:

Lewis-Central

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri

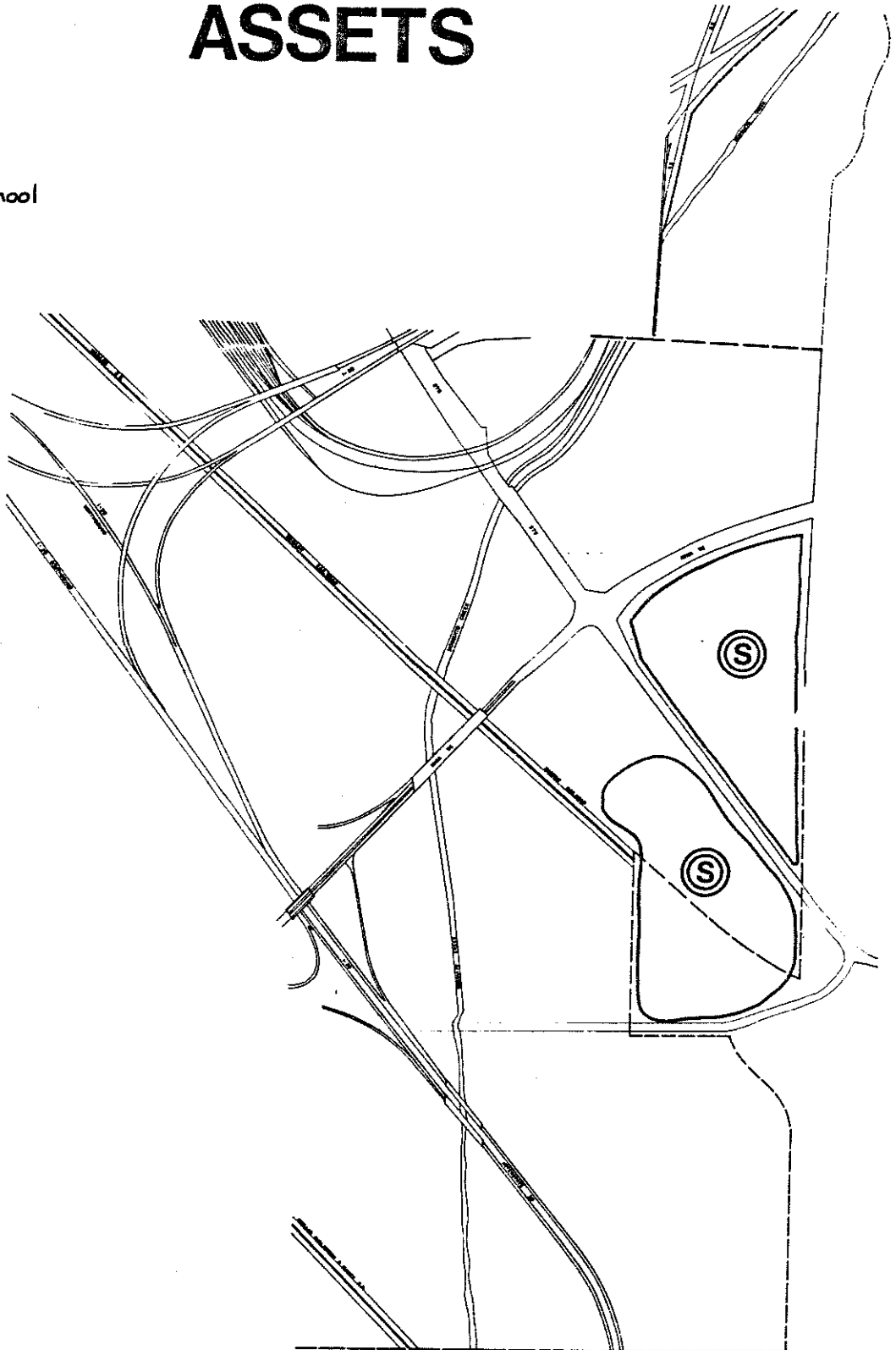


date: Oct. 1976
scale: 1" = 400'

ASSETS

legend:

○ S-school



MAP 15



Neighborhood:

Lewis-Central

Department of Planning
and Community Development
Council Bluffs, Iowa



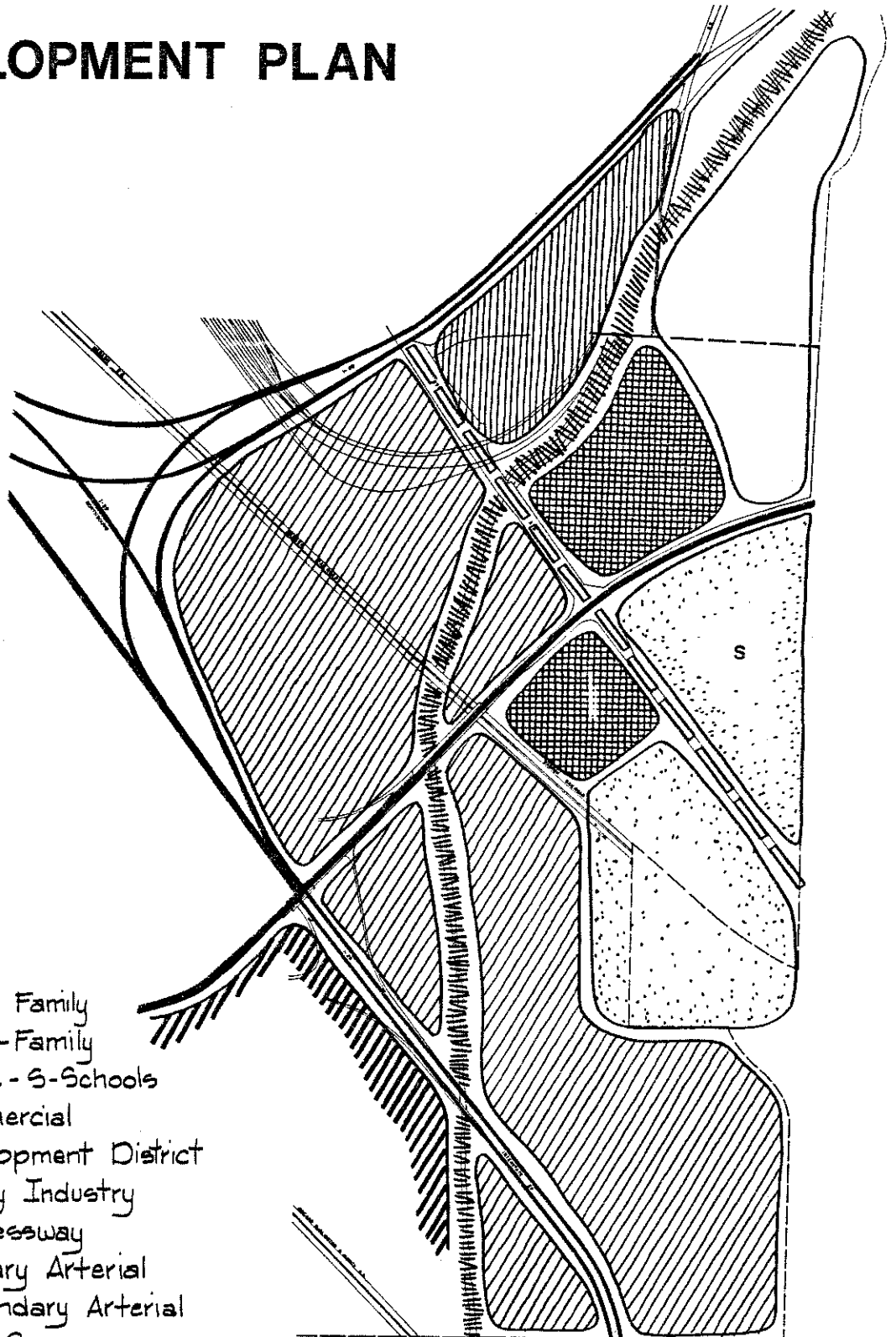
Lawrence Leiter
and
Company
Kansas City
Missouri



DEVELOPMENT PLAN

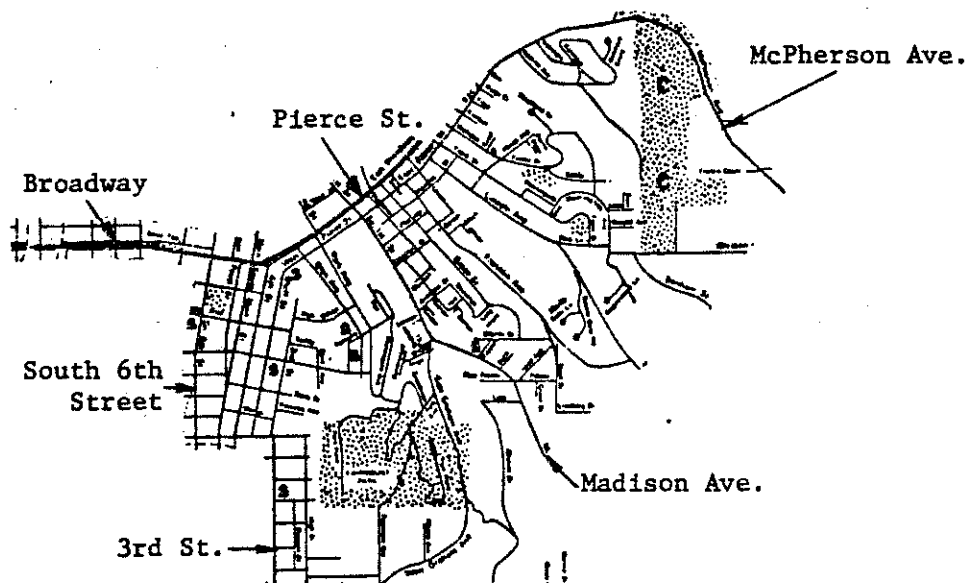
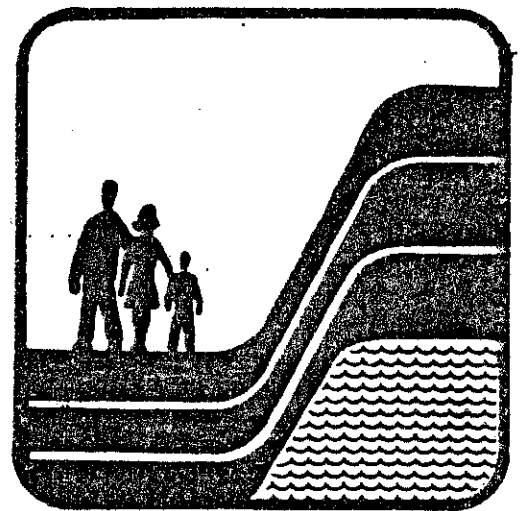
Legend:

- - Single Family
- ▨ - Multi-Family
- ▤ - Public - S-Schools
- ▥ - Commercial
- ▧ - Development District
- ▩ - Heavy Industry
- == - Expressway
- - Primary Arterial
- - Secondary Arterial
- ||||| - Open Space



MAP 16

Lincoln - Fairmount



The Lincoln-Fairmont Neighborhood is one of the older in the city. The location could be considered the east central portion of the city; south of New Highway 6 and east to McPherson Street. This neighborhood begins at Broadway and Highway 6; development progressed upward into the bluffs until it reached a point where housing could be developed no further. Consequently, on the other side of the ridge is the Skyline-Bennet Neighborhood. In effect, Lincoln-Fairmont has the north side of the ridge and Skyline-Bennet is developed on the south.

Land Use Characteristics

The Lincoln-Fairmont Neighborhood is one that has survived neighborhood deterioration. Many of the properties have remained in one family ownership and have been well maintained. The neighborhood is fairly dependent upon the Broadway corridor for commercial services.

The greatest asset of the neighborhood is the relationship to the Council Bluffs central business district, its accessibility to Broadway and New Highway 6. The parks and open space areas are substantial when considering the cemeteries, Fairmont Park, and the bluffs in the southern and southwestern portion of the neighborhood.

The street system is such that it follows the ridges and valleys to the southeast; east-west, northeast, or southwest traffic through the neighborhood is generally prohibited. Therefore, because of this and the topographical conditions, the neighborhood has developed residentially.

Resident Attitudes

The neighborhood residents are generally of the opinion that the neighborhood has developed sufficiently to meet their needs. There were no negative comments about the neighborhood from residents. However, there were no significant positive comments from the residents. It is assumed that neighborhood residents are of the opinion the neighborhood sufficiently meets their needs.

Neighborhood Development Plan

The development plan for the Lincoln-Fairmont Neighborhood does not change appreciably from what currently exists. However, there has been open space and conservation effort made to provide the appropriate separations of uses as well as to preserve open space. This open space is primarily related to cemetery and bluff areas. Since much of the area is adjacent to the central business district, many of the homes have developed into converted apartment buildings and many new apartments have been built. It has been determined that this should continue to prevail and, consequently, neighborhood development plans illustrate this type of development.

ASSETS

Legend:

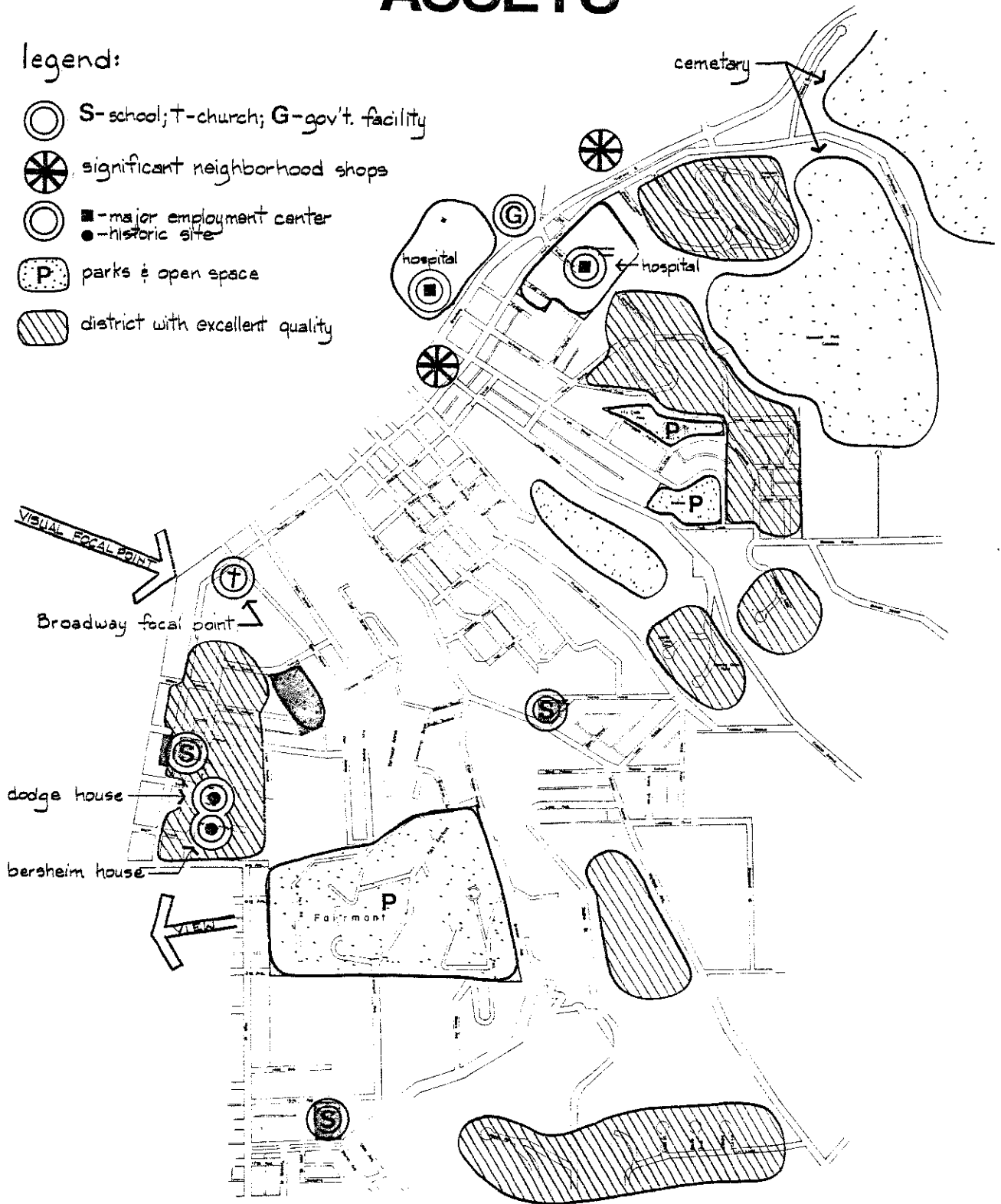
○ S-school; T-church; G-gov't. facility

⊗ significant neighborhood shops

■ -major employment center
● -historic site

P parks & open space

▨ district with excellent quality

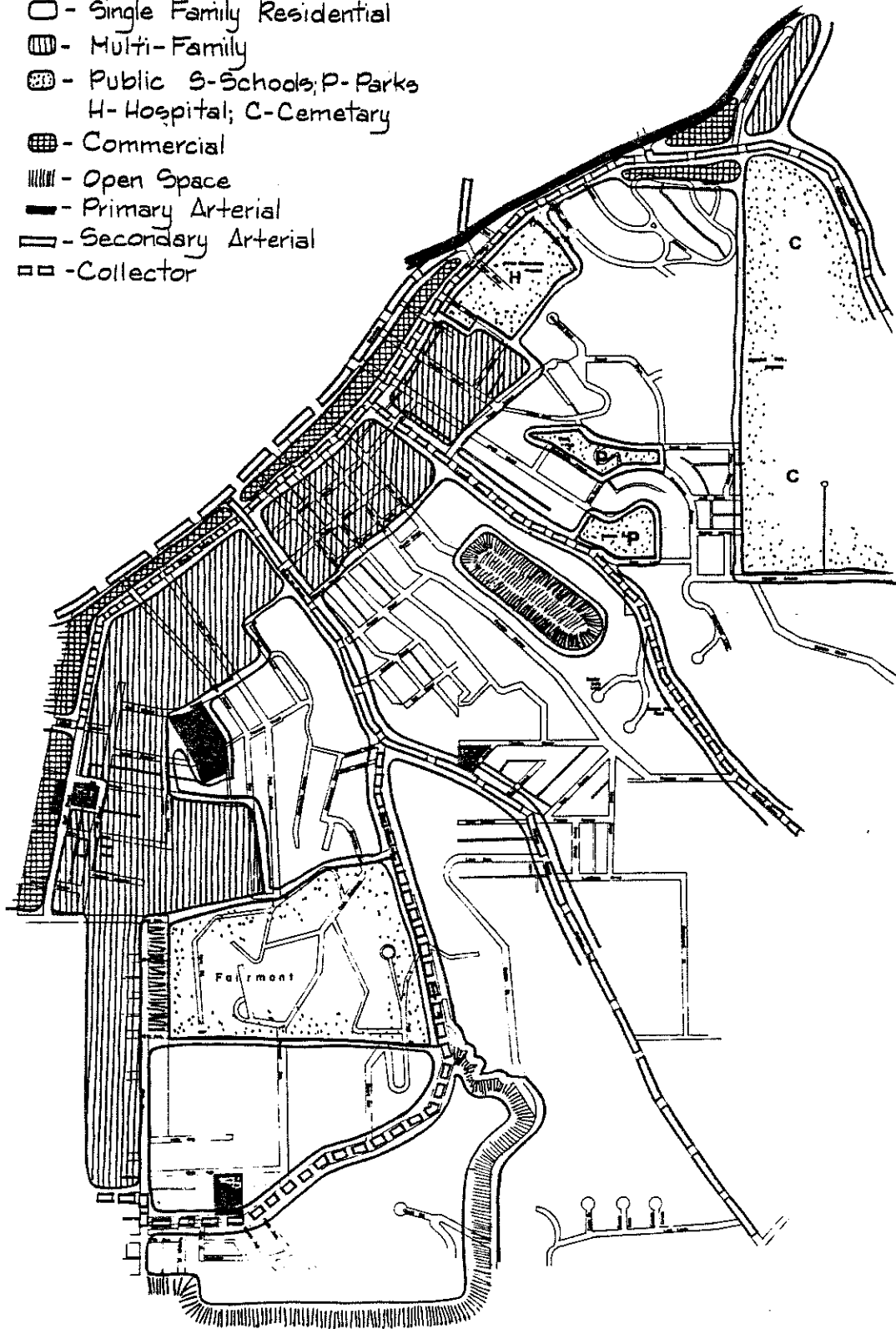


MAP 17

DEVELOPMENT PLAN

Legend:

- - Single Family Residential
- ▨ - Multi-Family
- ▤ - Public S-Schools; P-Parks
H-Hospital; C-Cemetery
- ▩ - Commercial
- ▧ - Open Space
- Primary Arterial
- Secondary Arterial
- ▤ - Collector



MAP 18

Therefore, in terms of the Neighborhood Development Plan, it can be followed with little expansion of existing commercial use. The neighborhood will continue to remain a viable and stable one within the Council Bluffs neighborhood structure.

Profile

The Lincoln-Fairmont Neighborhood population is the second largest of all the neighborhoods with 8,691 people. The average household size of 2.3 is the smallest average of all the neighborhoods. The number of retired heads of household is 1,272, the largest figure of all the areas. Of the 3,727 households, 1,039 have children, and 402 contain 5 or more persons. Residents of the area 18 years of age or younger total 2,324.

This neighborhood is atypical with regard to the city-wide percentages. The proportion of retired heads of household is larger than that of Council Bluffs by 13%. In every other category, this neighborhood has the lowest percentage of all the neighborhoods and is far below the city-wide proportion.

The average household income of the Lincoln-Fairmont Neighborhood is \$11,427. This is below the city-wide average. Of the families in this area, 224 (9%) have incomes below the poverty level. The occupational breakdown of the area is: Professional and technical--324 (7%); Managers, proprietors, and supervisors--376 (8%); Non-professional/Non-managerial--1,228 (27%); and Retired, students, and non-working--2,105 (47%). This neighborhood varies greatly from the City proportion in two areas: Non-professional/Non-managerial is 10% lower than the city percentage, and Retired, students, and non-working is 9% higher.

The Lincoln/Fairmont Neighborhood has 3,278 available housing units; 3,180 are occupied and 98 are vacant. Substandard occupied units number 731 and substandard vacant structures number 22.

Families in need of housing construction number 1,522. This figure accounts for 18% of the total need in Council Bluffs. Of these units 224 need to be in the form of assisted housing. The remainder should be in the non-assisted category.

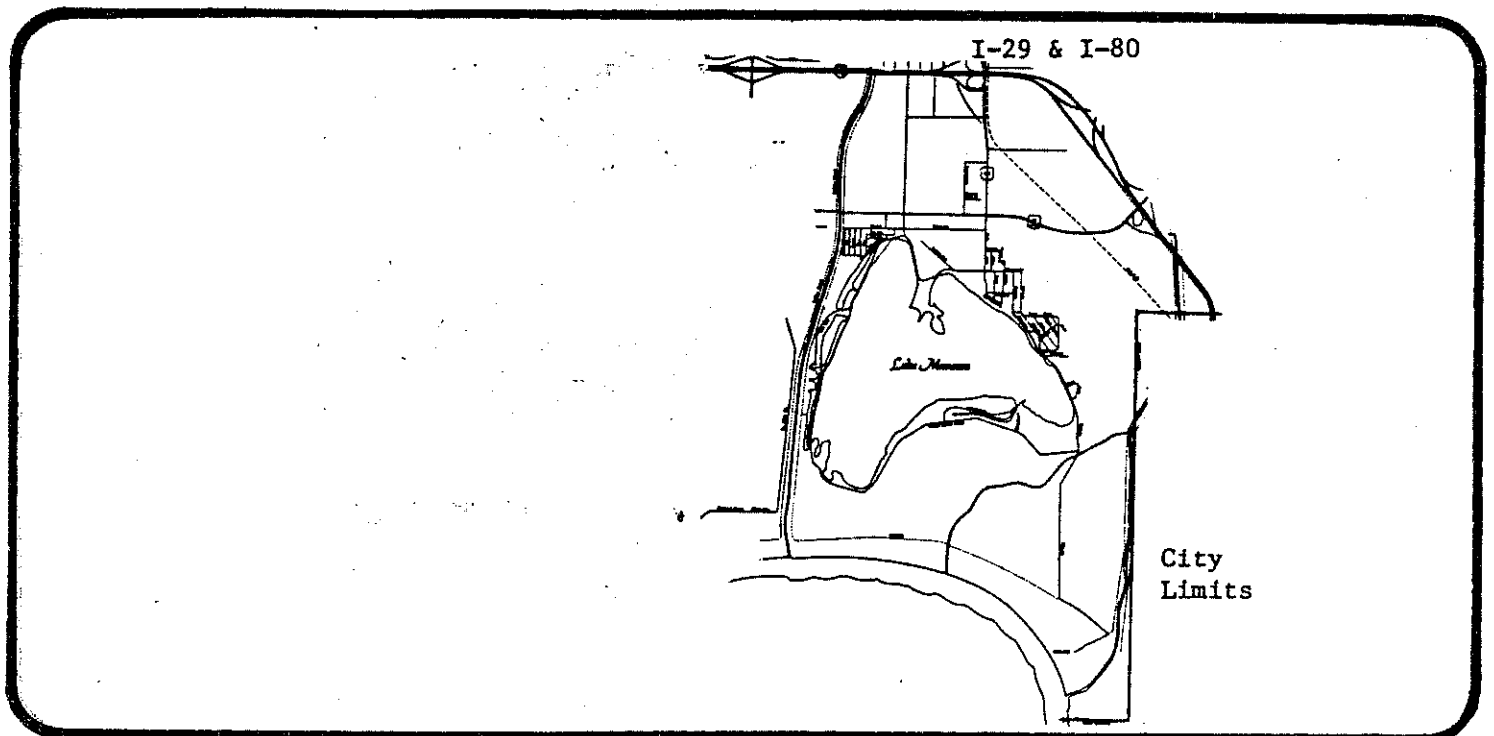
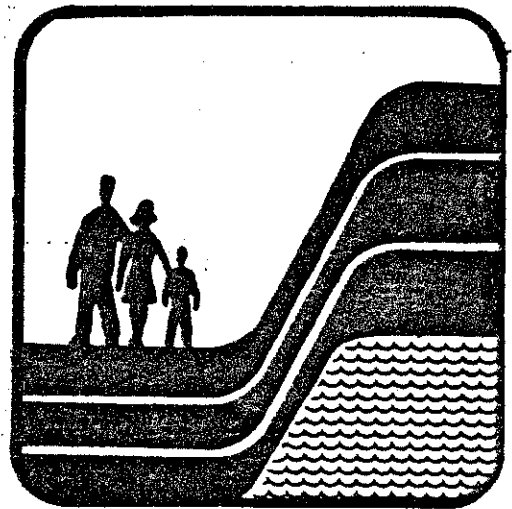
TABLE 9

PROFILE

LINCOLN-FAIRMONT NEIGHBORHOOD

		<u>% of Total Neighborhood</u>	<u>% of Total City</u>
<u>Demographic and Economic Profile</u>			
Total Population	8,691	--	16
Average Household Size	2.30	--	--
Total Retired Heads of Household	1,272	37	26
Households with children	1,039	29	12
Households with 5 or more persons	402	11	13
Total Households	3,727	--	19
Persons under 18	2,324	28	12
Household Income	\$11,427	--	--
Households below poverty	224	9	1
Total Occupations: Head of Households	4,484	--	19
Professional and Technical	324	7	22
Managers, Proprietors & Supervisors	376	8	21
Non-Professional/Non-managerial	1,228	27	14
Other	2,105	47	24
Retired	1,396		
Students	362		
Non-working	347		
<u>Housing Profile</u>			
Total Residential Structures	2,719	--	23
Single-family structures	2,295	84	14
Two-family/Multi-family structures	424	16	32
New Construction (Structures)*	16	--	6
Single-family	14	88	6
Two-family/Multi-family	2	12	5
Total Housing Units	3,278	--	19
Single-family	1,901	58	14
Two-family/Multi-family	1,377	42	35
Occupied Units	3,180		
Owner	1,622	51	13
Renter	1,558	49	31
Substandard	731	23	
Standard & all others	2,449	77	
Vacant Available Units	98	--	16
Substandard	22	22	15
Standard & all others	76	78	16
Housing Stock Available	3,278	--	16
Vacancy Rate		3%	.4
Housing Assistance Needs	1,522	--	18
Assisted Housing	224	15	18
Non-assisted Housing	1,298	85	18
Housing Units			
Change of occupancy			
% of total occupancy	1,184	30	23
Structures Removed	11	.5	14

Manawa



STATEMENT OF OBJECTIVES
MANAWA NEIGHBORHOOD

- OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to light industrial park and single-family residential development.*
- SUB-OBJECTIVES: .

 .

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.*

SUB-OBJECTIVE: .

OBJECTIVE: o *Enforce minimum housing and the property maintenance codes to encourage housing maintenance and to eliminate dilapidated housing from the Manawa neighborhood.*

SUB-OBJECTIVES: .

 .

 .

OBJECTIVE: o *Undertake capital improvements required to complement the Manawa neighborhood as a single-family residential area south of the South Omaha Road.*

SUB-OBJECTIVES: .

 .

The major influence on the Manawa Neighborhood is, naturally, Lake Manawa. Lake Manawa represents the major portion of the neighborhood and naturally influences what occurs in the vicinity. The location is in the southeast quadrant of the city from I-80/29 south to the city's limits (Missouri River) with the western boundary being Indian Creek and the eastern boundary being the city limits (I-29). This is the smallest of all the neighborhoods in terms of population, however, it probably represents the largest in terms of land area. Even though it has a large land area, the majority is occupied by Lake Manawa.

Land Use Characteristics

The general characteristics of the neighborhood are oriented to open space and recreation potential. Due to the existence of the old South Omaha Road, various land uses have occurred over the years which have created a mixture of various commercial/industrial uses not necessarily associated with good residential living or having a positive impact upon recreation development.

The general philosophy for development has been that the area, with the exception of the lake vicinity, should be utilized for industrial purposes because of the South Omaha Road and the location of I-80/29. Land north of the South Omaha Road has had industrial park development; this should continue. South of the South Omaha Road, the area is primarily dedicated to residential and recreational development.

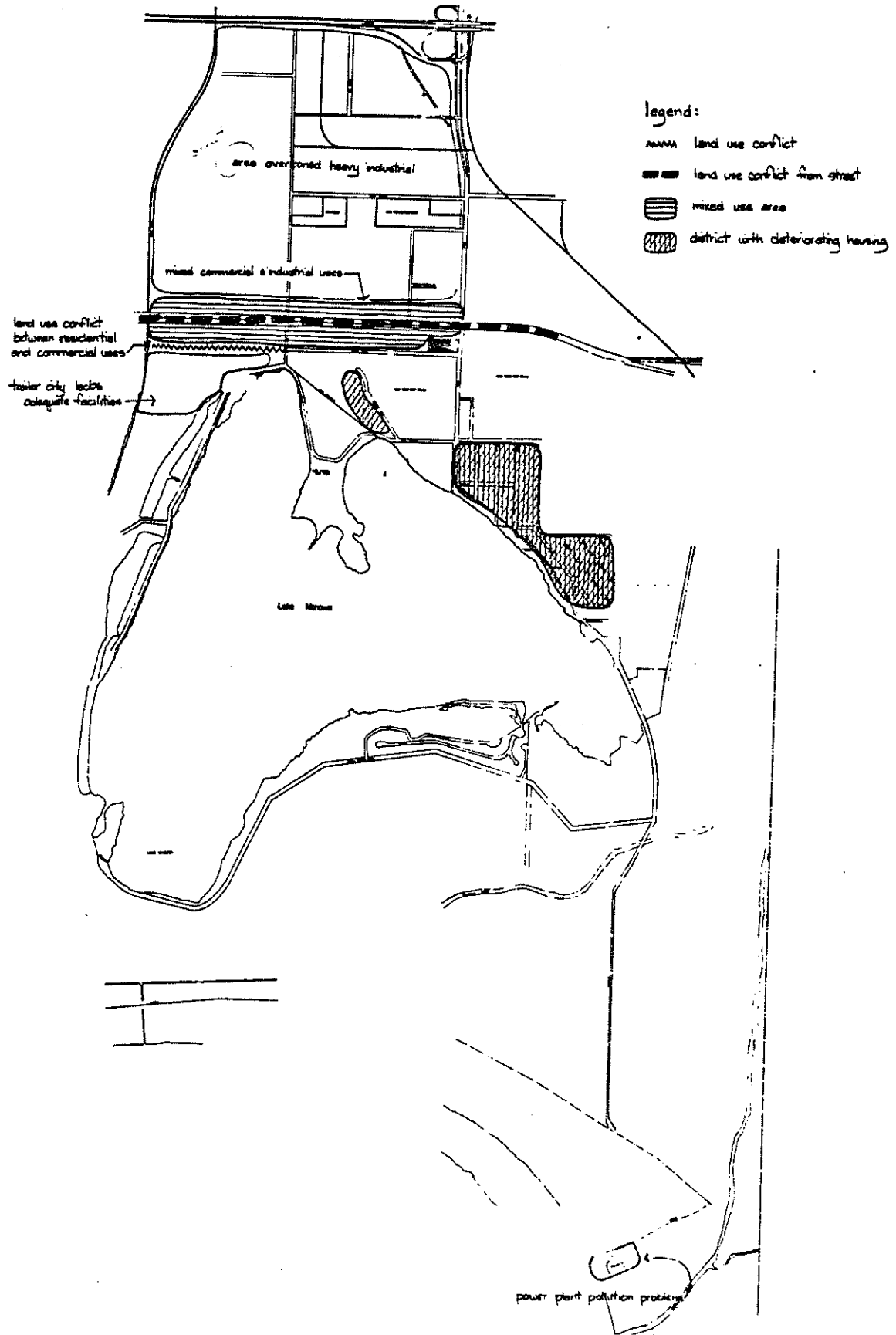
There is a large state park planned for the area from the Missouri River north to Lake Manawa. The rest of the area around the lake includes recreation but there also are many residential developments. The older residences existing in the northeast, adjacent to the lake, have many deteriorating homes. While the residential areas on the south and to the west of the lake are of a nature that have created a pleasant living environment.

There are advantages to the location in terms of the state park and refuge facility as well as the golf course and other public recreation area. The quality residential areas also provide an excellent asset for promotion of the area. In addition, the South Omaha Road provides good access east and west and State Highway 192 provides good access to the north and the I-29/80 interchange.

Resident Attitudes

The attitude of residents living within the Manawa neighborhood is primarily associated with the potential for the lake as a recreational facility.

PROBLEMS



MAP 19

Neighborhood:

Manawa

Department of Planning
and Community Development
Council Bluffs, Iowa

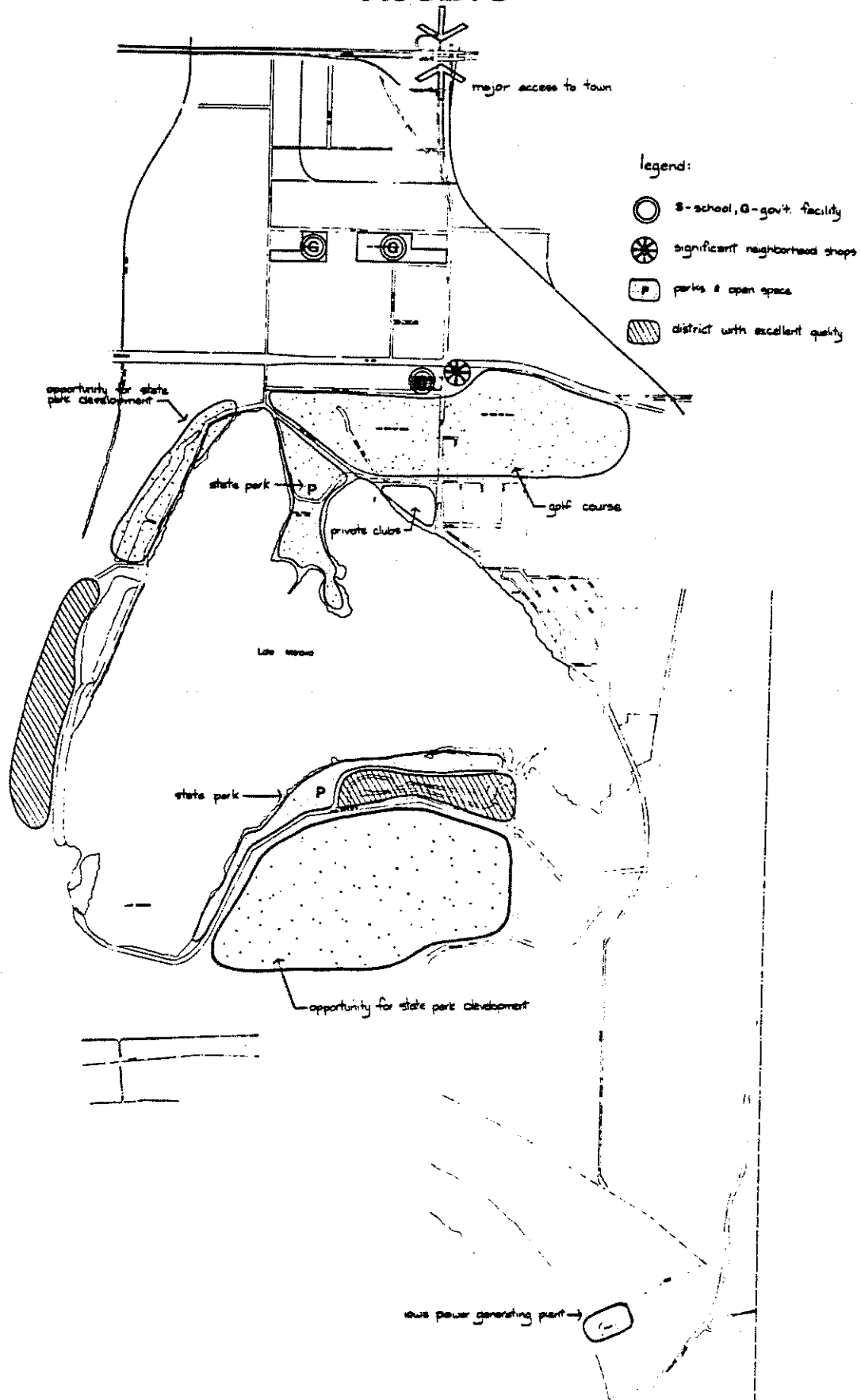


Lawrence Leiter
and
Company
Kansas City
Missouri



date: Oct 1976
scale: 1" = 400'

ASSETS



MAP 20



Neighborhood:

Manawa

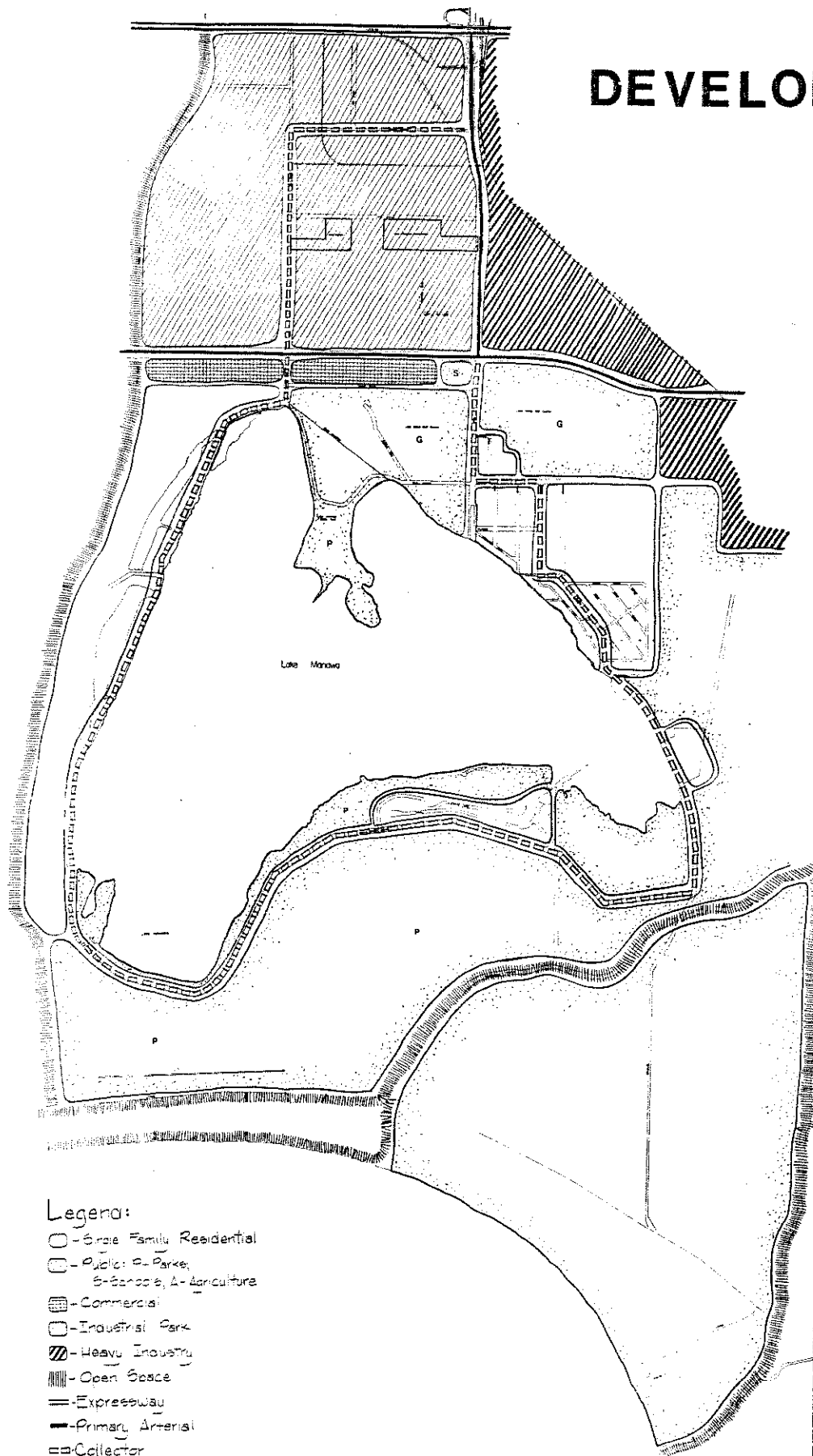
Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



DEVELOPMENT PLAN



MAP 21

There is concern that the necessary improvements be made to the lake... dredging, bank improvements, etc....to make the lake a recreation attraction it once was. The residents realize that much of the area designed for a state park around the lake will possibly generate these improvements.

In essence, the residents are of the opinion that the Lake Manawa area could be a good place to live provided street improvements are made and additional housing development occurs. However, residents are concerned that if the area remains in its present state, further deterioration will occur and the Lake Manawa area will become unattractive for residential development.

Neighborhood Development Plan

When considering how the Manawa Neighborhood should be developed, there are two distinct areas...the area between I-80/29 and the South Omaha Road and the area from the South Omaha Road south to the Missouri River. The area between the two arterial roadways creates an environment already utilized for industrial purposes and should continue to be utilized in that manner. In terms of industrial properties, every effort should be made to locate industrial park-type development within this area. Industries in a well planned industrial park environment will be an asset to the area.

The area south of the South Omaha Road is a combination of recreation, park, residential, and agricultural uses. All of this land is in the flood plain. It is for this reason that much of the land has been placed in park/open space and agricultural use. Under the guidelines of the National Flood Insurance Program, there may be no federally-insured mortgages issued within this area. Housing will be limited and potentially new housing could be non-existent except for those persons who desire to finance housing by other means.

Therefore, when reviewing the Manawa Neighborhood the primary focus for future development will be well planned light industrial parks/open space, and a good portion of the land area in agricultural use.

Profile

The population, 1,258, is the smallest of all the neighborhoods. The average household size is 2.94. Retired heads of household in this area total 75. Of the 437 households, 221 have children and 71 contain five or more persons. Persons who are 18 years of age and younger residing in the area number 470.

In comparison to the city-wide percentage, Manawa has a smaller proportion of retired persons and a larger percentage of households with children and persons 18 years of age and younger. The average household size is larger than that of the city.

The average household income in the Manawa neighborhood is the same as that of the city as a whole--\$11,956. Families having an income below the poverty level in this area total 58 (7%). This is 5% higher than the city percentage. The occupational breakdown is: Professional and technical--24 (5%); Managers, proprietors, and supervisors--24 (5%); Non-professional/Non-managerial--227 (45%); and Retired, students, and non-working--156 (31%). This neighborhood varies from the city-wide percentages in two areas; non-professional/non-managerial is higher by 7% and Retired, students, and non-working is lower by 7%.

The Manawa Neighborhood has the smallest housing stock of all of the planning neighborhoods, with 450 available units; 437 are occupied and 13 are vacant at the present time. Substandard occupied units total 102 and vacant units in substandard condition number 3.

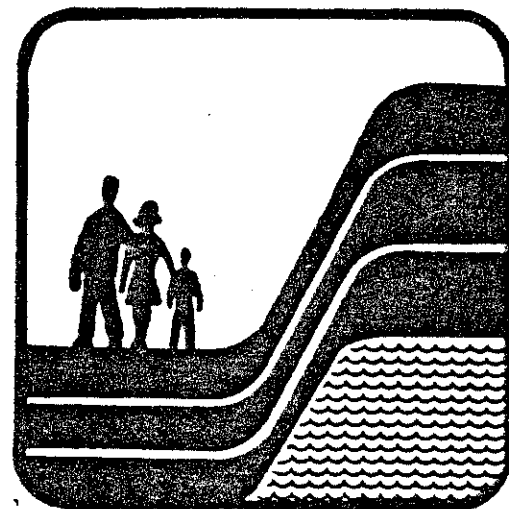
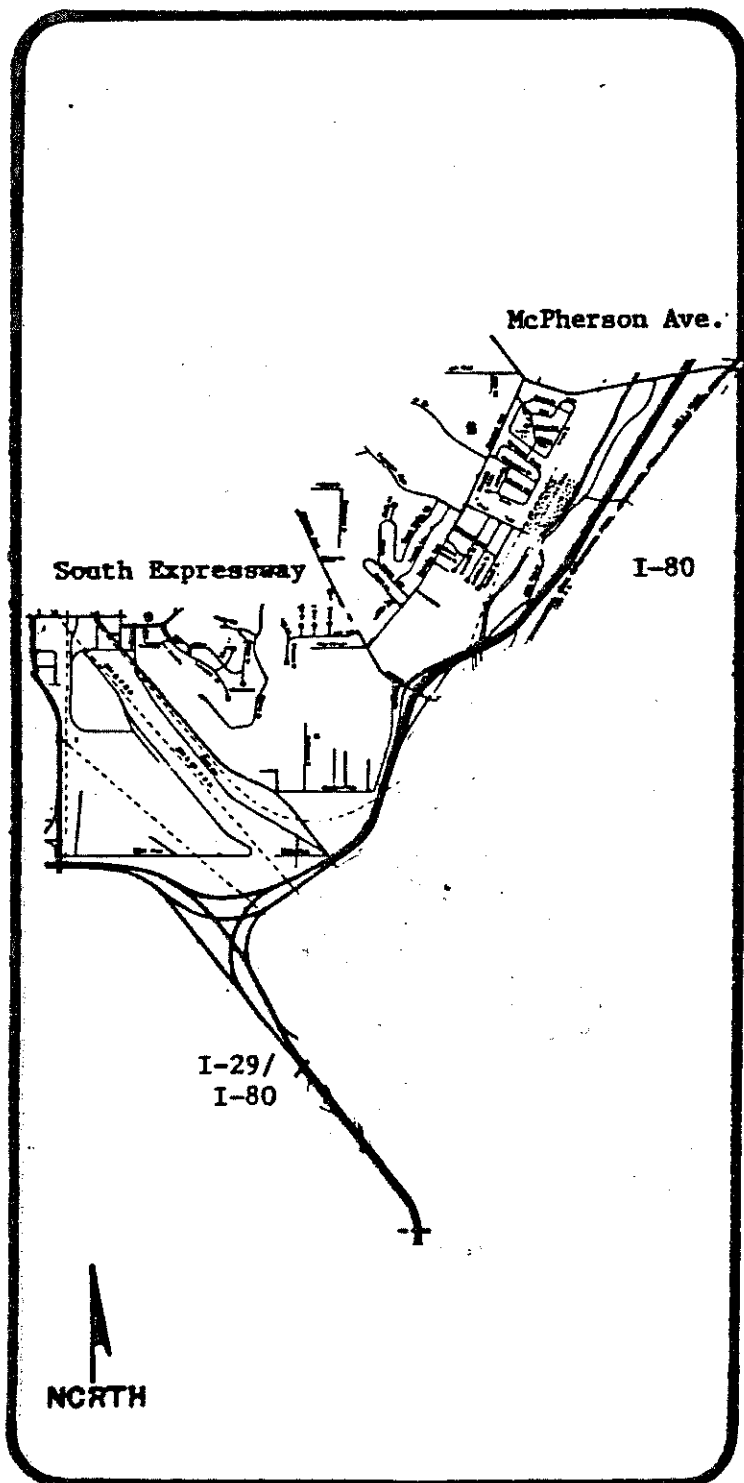
Persons in need of housing include 303 families, or 3% of the city-wide need. Of these 58 should be assisted units and the remaining 245 should be in the non-assisted category.

TABLE 10
PROFILE
MANAWA NEIGHBORHOOD

<u>Demographic and Economic Profile</u>		% of Total Neighborhood	% of Total City
Total Population	1,258	-	2
Average Household Size	2.94	-	-
Total Retired	75	6	2
Households With Children	221	18	3
Households with Five or More Persons	71	6	2
Total Households	437	-	2
Persons Under 18	470	37	3
Household Income	\$11,956	-	-
Households Below Poverty Level	58	13	3
Total Occupations: Head of Household	509	-	2
Professional and Technical	24	5	2
Managers, Proprietors, Supervisors	24	5	2
Non-Professional/Non-Managerial	227	45	3
Other	156	31	2
Retired	79		
Students	30		
Non-Working	47		
<u>Housing Profile</u>			
Total Residential Structures	467	-	3
Single-Family Structures	452	98	3
Two-Family/Multi-Family Structures	15	2	1
New Construction (Structures)*	4	-	2
Single-Family	4	94	3
Two-Family/Multi-Family	0	6	1
Total Housing Units	477	--	3
Single-Family	450	94	3
Two-Family/Multi-Family	27	6	1
Occupied Units	437		
Owner	226	47	2
Renter	211	44	4
Substandard	102	23	1
Standard & all others	335	77	2
Vacant Available Units	13		2
Substandard	3	23	.5
Standard & all others	10	77	2
Housing Stock Available	450		2
Vacancy Rate	3		.1
Housing Assistance Needs	303		3
Assisted Housing	58	19	5
Non-assisted Housing	245	81	4
Housing Units			
Change of Occupancy	142	--	--
% of Total Occupancy		30	3
Structures Removed	8	2	10

*New Construction: 1974-1975.

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977.



Skyline - Bennett

STATEMENT OF OBJECTIVES
SKYLINE-BENNETT NEIGHBORHOOD

- OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*
- SUB-OBJECTIVE: . *Reduce commercial zoning in the vicinity of Madison Avenue and the I-80 interchange; commercial to single-family zoning north of Madison.*
- OBJECTIVE: o *Encourage multiple-family development to replace the commercial zoning north of Madison at Bennett Avenue.*
- OBJECTIVE: o *Develop a traffic circulation plan to encourage the elimination of through automobile traffic except on designated streets.*
- OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.*
- SUB-OBJECTIVES: . *Expand the Valley View Park to include the flood plain area of Mosquito Creek.*
- . *Provide continued maintenance of all existing park facilities in the neighborhood.*
- OBJECTIVE: o *Enforce minimum housing and property maintenance codes to encourage housing maintenance and to prevent deteriorating housing conditions.*
- OBJECTIVE: o *Undertake the capital improvements required to complement the Skyline-Bennett Neighborhood as a quality single-family residential neighborhood.*

The Skyline-Bennett Neighborhood is a linear neighborhood following the Interstate from approximately McPherson Avenue South to U.S. Highway 375. The property is bounded on the east by I-80. The location has good access. Access is a consideration for persons desiring to live in the eastern portion of Council Bluffs and working in west Council Bluffs or Omaha.

Land Use Characteristics

The neighborhood development pattern is primarily one of single-family residences with the appropriate services required to support a residential neighborhood. The school facilities include Abraham Lincoln and St. Albert's High Schools. The lower portion of the neighborhood is fairly well developed but as the topography increases in slope, there are considerable vacant properties. Property accessible for development has been developed for the most part. There is a good park in the area; however, because of railroad trackage, there is a dangerous intersection for persons moving into the park area.

Another characteristic which denotes the area is the flood plain created by Mosquito Creek. This has not created major problems in the past; however, in terms of the National Flood Insurance Program, there is the potential for flooding from Mosquito Creek.

In terms of problems and assets associated with the neighborhood, the problems relate to commercial over-zoning in the vicinity of Bennett and Madison Avenue. It appears that in the past extensive amounts of property was zoned for commercial purposes and to take advantage of the I-80 interchange. However, commercial properties and uses have not materialized. In the same instance, with other properties developing in the area with greater visibility and traffic movements, it would appear appropriate to reduce the commercial properties zoning for this location. Other than these problems, the Bennett-Skyline Neighborhood is relatively free from problems.






Its assets are primarily linked to quality housing areas and the community facilities within its boundaries. A definite asset is the I-80 interchange providing accessibility for neighborhood residents to all parts of the Council Bluffs/Omaha Metropolitan area.

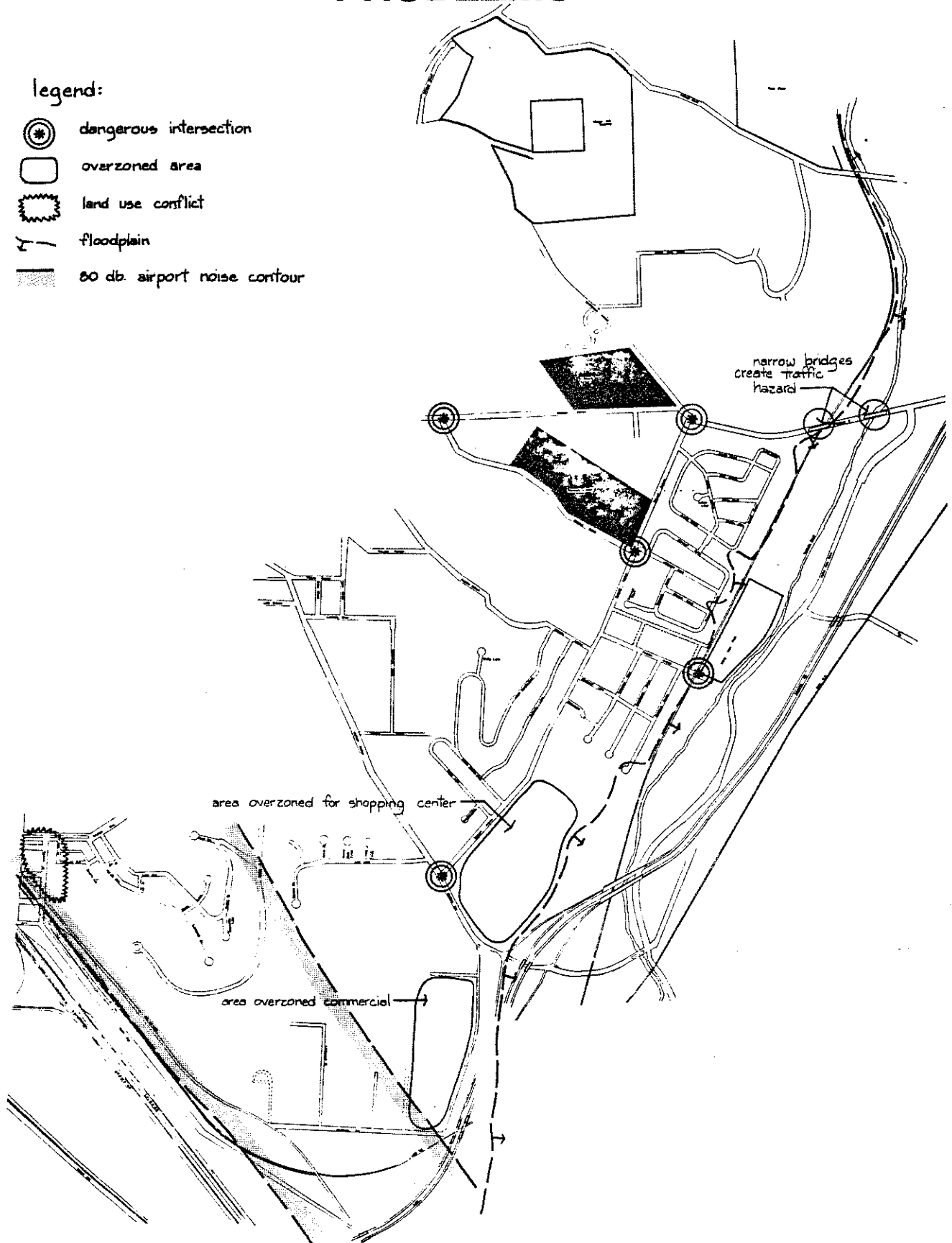
Resident Attitudes

The neighborhood residents appear to have a good attitude toward the care and maintenance of the properties. They are very concerned about the development of vacant properties in the area. This concern is generated by what may occur at the various I-80 interchanges and property to the north (Iowa Western Neighborhood). The neighborhood residents are generally of the opinion that the neighborhood sufficiently meets their needs. However, there is concern that the area does not have sufficient recreation facilities and programs.

PROBLEMS

legend:

-  dangerous intersection
-  overzoned area
-  land use conflict
-  floodplain
-  80 db. airport noise contour



MAP 22

Neighborhood:

Skyline Bennett

Department of Planning
and Community Development



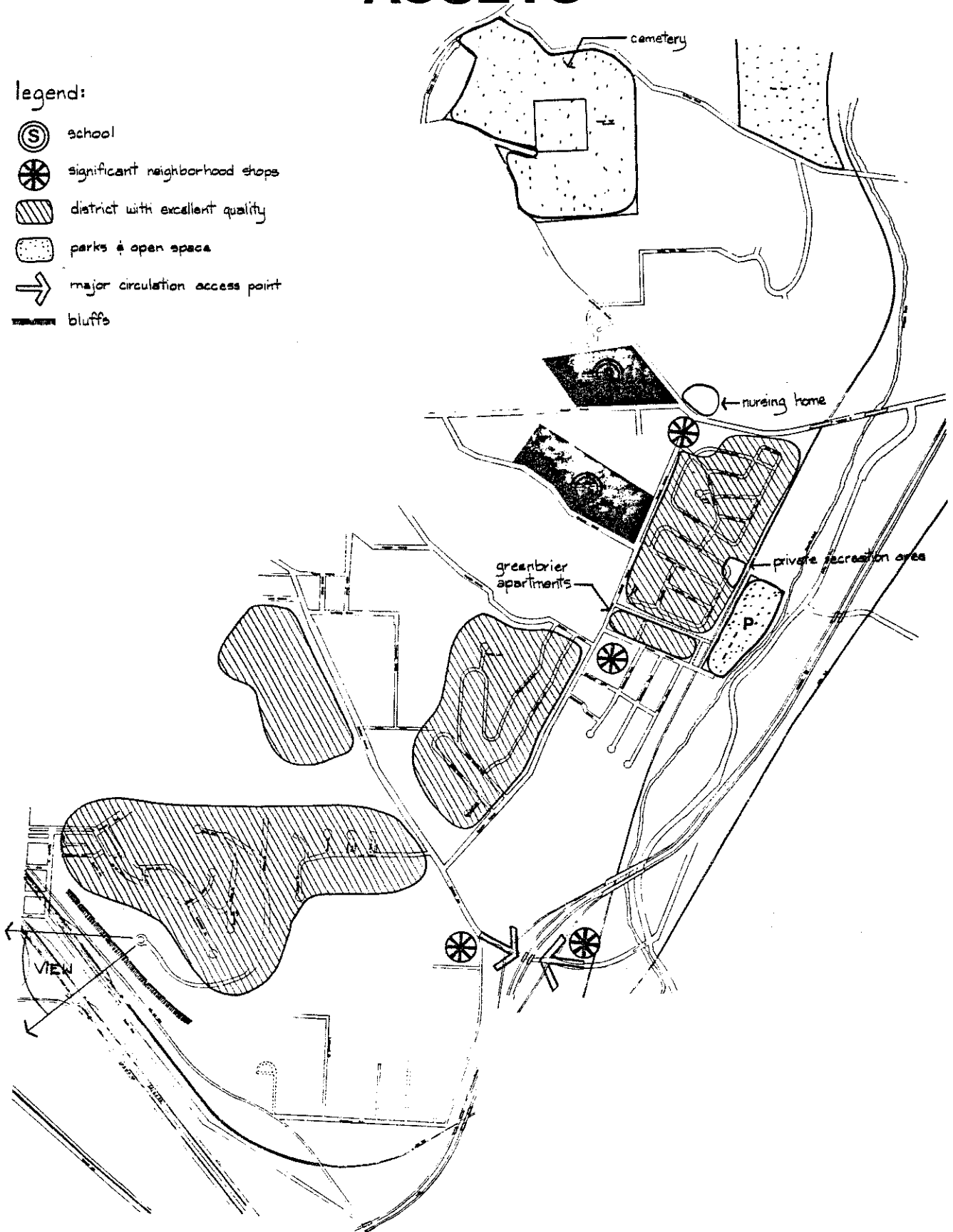
Lawrence Leiter
and
Company
Kansas City



ASSETS

legend:

-  school
-  significant neighborhood shops
-  district with excellent quality
-  parks & open space
-  major circulation access point
-  bluffs



MAP 23

Neighborhood:

Skyline-Bennett

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date: Oct 1976
scale: 1" = 400'

Neighborhood Development Plan

The development plan for the Skyline-Bennett Neighborhood does not readily alter current land use patterns. However, there is one exception; the Madison Avenue, I-80 interchange. At this location there is an extensive amount of land zoned for commercial property that has not materialized. It is recommended that this property be changed from commercial to single-family north of Madison; and for multiple-family development on the south of Madison. The existing commercial properties on the south of Madison would be retained.

The Valley View Park should be expanded to include additional area within the flood plain. The cemeteries are illustrated for open space while bluff areas have also been indicated for open space and conservation areas.

In terms of multiple-family housing, there are two locations where zoning has already been approved. This is in the vicinity of Bennett and Bonham Avenues, and in the vicinity of Woodbury and I-80. The multiple-family areas are illustrated on the development plan.

In essence, this neighborhood has considerable open space and with its development as a single-family residential area it should be able to remain as a viable and stable neighborhood.

It is recommended that all plans for additional development be reviewed in detail. There is the opportunity for some of the vacant property to be developed with undesirable uses and create a negative impact on the neighborhood.

Profile

The Skyline-Bennett Neighborhood population is 3,412. The average household size is 3.26. Retired heads of household residing in this area number 158. Of the 1,046 total households, 562 have children and 214 contain 5 or more persons. Persons who are 18 years of age or younger residing in the area total 1,225.

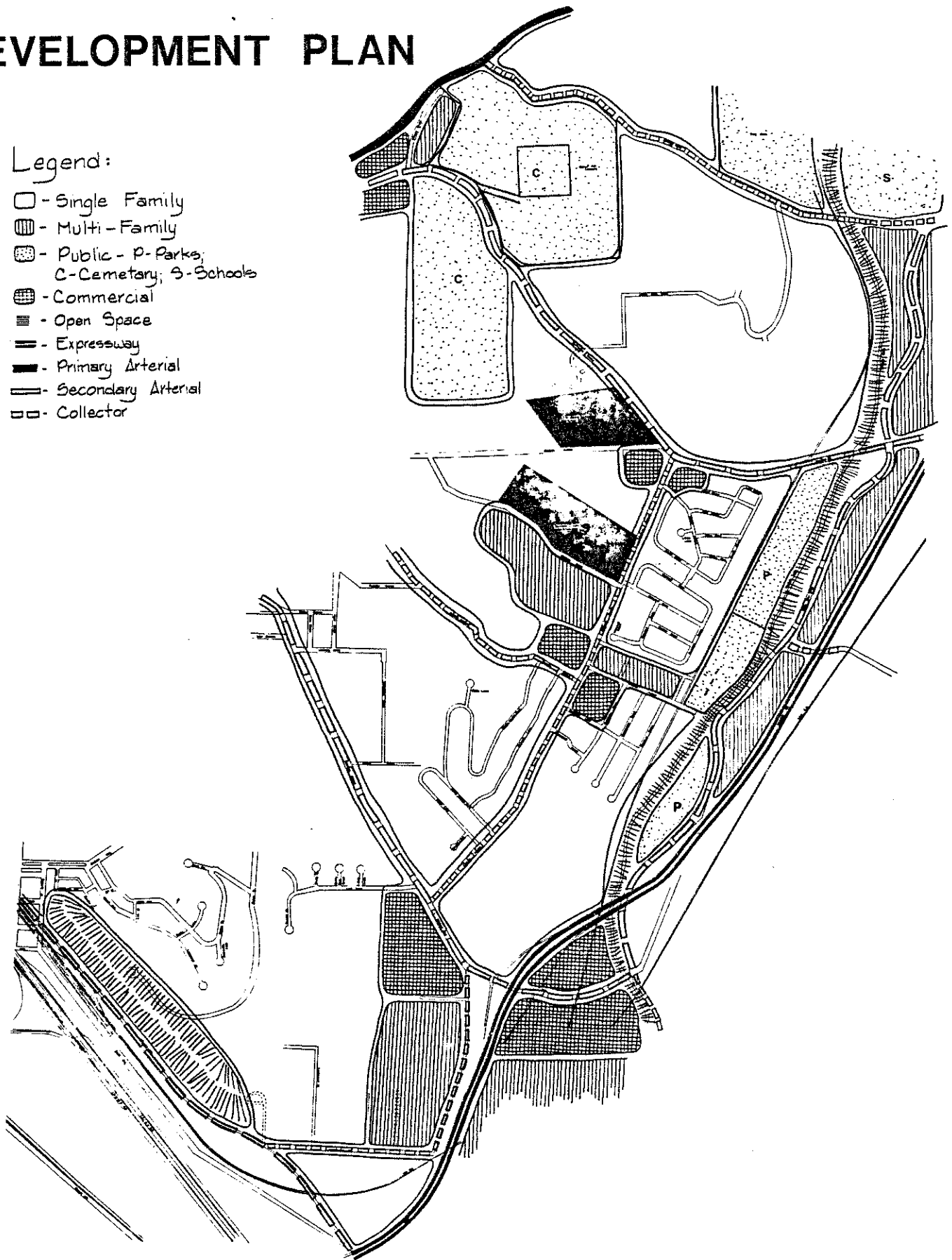
This neighborhood is close to the City averages except with regard to the average household size, which is greater. The percentage of households with children is 11 percent higher.

The average household income in the Skyline-Bennett Neighborhood is the second highest average income of all the neighborhoods--\$13,969. Forty-two (4%) of the families have an income below poverty level. This is the second lowest percentage of all the neighborhoods. The occupational breakdown is: Professional and technical--128 (10%); Managers, proprietors, supervisors--175 (13%); Non-professional/Non-managerial--463 (37%); and Retired, students, and non-working--383 (28%). This neighborhood has the second highest percentage of workers in professional and managerial categories. It also has a low percentage of retired, students, and non-working people in comparison to the city as a whole.

DEVELOPMENT PLAN

Legend:

- - Single Family
- ▨ - Multi-Family
- ▤ - Public - P-Parks;
C-Cemetery; S-Schools
- ▥ - Commercial
- ▧ - Open Space
- == - Expressway
- - Primary Arterial
- - Secondary Arterial
- - Collector



MAP 24

Neighborhood:

Skyline-Bennett

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date: Oct 1976
scale: 1" = 400'

The Skyline/Bennett neighborhood has 1,266 units in available housing stock. Occupied units total 1,228, with 282 in substandard condition. Of the 38 vacant units, 9 are in substandard condition.

Families needing housing total 394, which constitutes 5% of the city's total housing need. Of the 394 units, 42 should be in the form of some type of assisted housing and 352 in the form of non-assisted housing.

TABLE 11

PROFILE

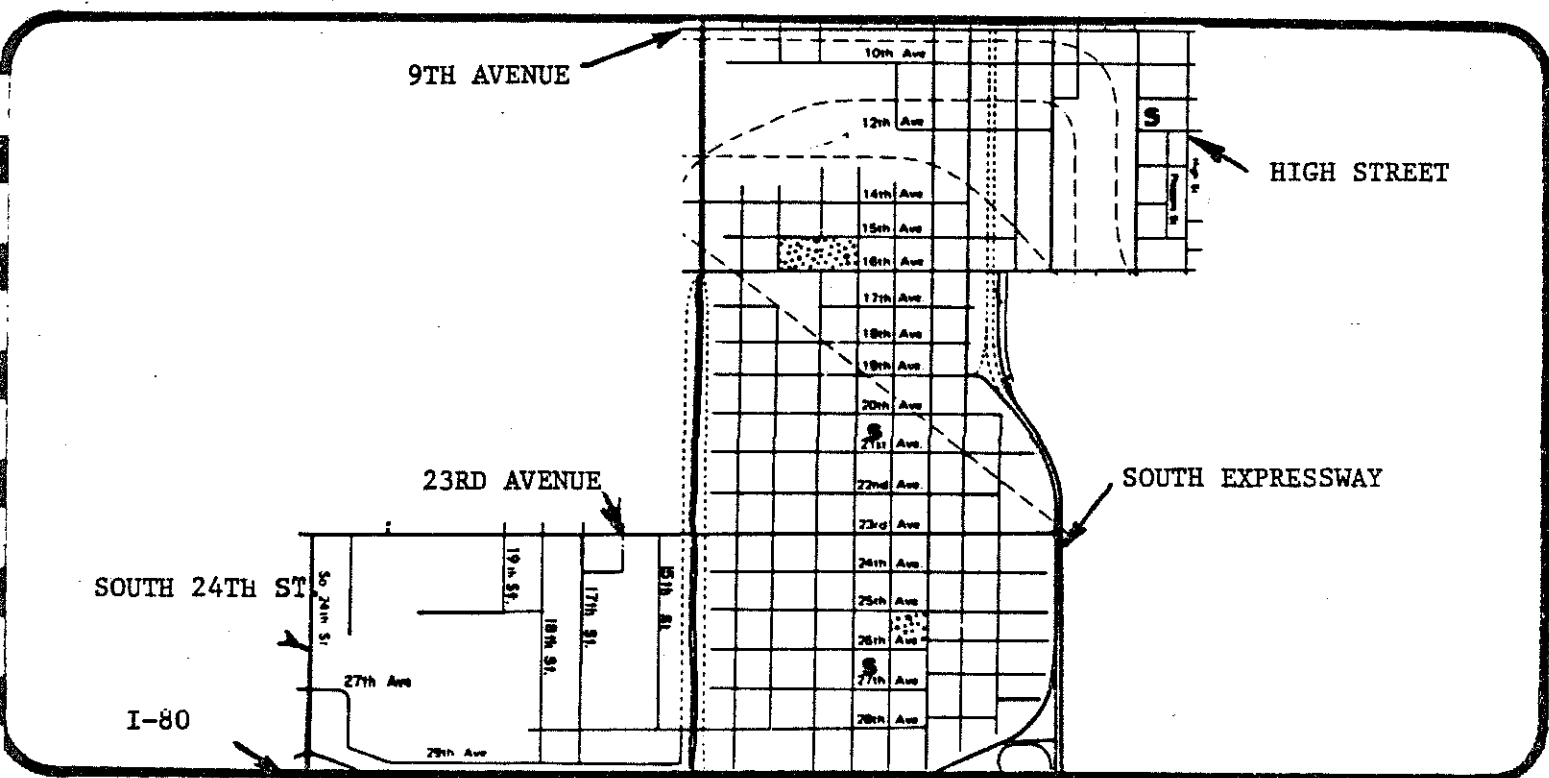
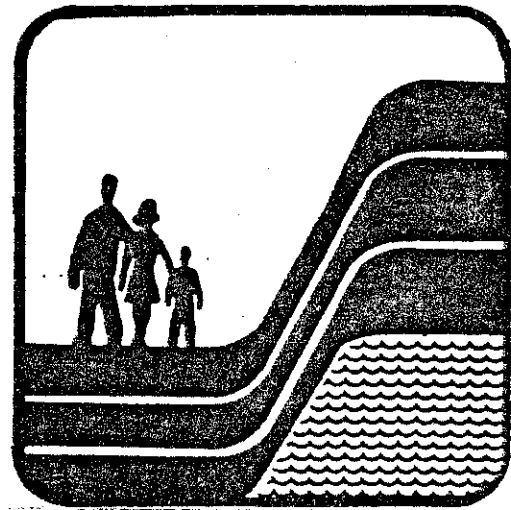
SKYLINE-BENNETT NEIGHBORHOOD

		<u>% of Total Neighborhood</u>	<u>% of Total City</u>
<u>Demographic and Economic Profile</u>			
Total Population	3,412	--	6
Average Household Size	3.26	--	--
Total Retired: Heads of Households	158	2	3
Households with children	562	54	7
Households with 5 or more persons	214	20	7
Total Households	1,046	--	5
Persons under 18	1,225	36	7
Household Income	\$13,969	--	--
Households below poverty level	42	4	3
Total Occupations: Head of Household	1,321	--	6
Professional and Technical	128	10	9
Managers, Proprietors, Supervisors	175	13	10
Non-professional/Non-managerial	463	37	5
Other	383	28	4
Retired	179		
Students	140		
Non-working	64		
<u>Housing Profile</u>			
Total Residential Structures	969	--	6
Single-family Residences	921	95	6
Two-family/Multi-family Residences	48	5	4
New Construction (Structures)*	8		3
Single-family	4	50	2
Two-family/Multi-family	4	50	10
Total Housing Units	1,266	--	5
Single-family	920	84	6
Two-family/Multi-family	172	15	4
Occupied Units	1,228		
Owner	1,032	84	
Renter	196	16	
Substandard	282	23	
Standard & all others	946	77	
Vacant Available Units	38		8
Substandard	9	24	8
Standard & all others	29	76	6
Housing Stock Available	1,266		6
Vacancy Rate		3	.1
Housing Assistance Needs	394		5
Assisted Housing	42	11	3
Non-Assisted Housing	352	89	5
Housing Units			
Change of Occupancy	208	--	--
% of total Occupancy		19	4
Structures Removed	0	0	0

*New Construction: 1974-1975

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977

Southside



STATEMENT OF OBJECTIVES
SOUTHSIDE NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*

SUB-OBJECTIVES:

- . Develop adjacent industrial properties for an industrial park environment.
- . Zone vacant land west of Indian Creek, bordering I-80/29 and south of 23rd Avenue for multiple-family and commercial development.
- . Reduce commercial zoning at South 7th and 21st Avenue to the area currently having structures for commercial activities.
- . Eliminate industrial zoning of property west of the South Expressway; existing industrial uses should operate as non-conforming uses.
- . Zone and develop property between 9th Avenue and 16th Avenue for commercial, multiple-family and open space/parks to provide a transition between industrial and residential properties.

OBJECTIVE: o *Develop a traffic circulation plan to encourage the elimination of truck and automobile traffic through the Southside Neighborhood.*

SUB-OBJECTIVES:

- . Prepare a truck circulation route to eliminate through truck traffic.
- . Construct streets in accordance with the recommended street classification system.
- . Reclassify neighborhood streets to encourage traffic to utilize streets compatible with design criteria for the type of traffic use.

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, preserving land with characteristics not suitable for development, and to maximize recreational activity.*

SUB-OBJECTIVES:

- . Provide continued maintenance for all existing park and swimming pool facilities in the neighborhood.

- . Develop the Indian Creek area as a lineal park; include a bikeway and walking path in the park area south to Lake Manawa.
- . Develop a buffer strip (open space along 9th Avenue) to form a transition area between industrial/residential properties.
- . Acquire or receive permission to utilize the Railroad Depot as a recreation activity center.
- . Utilize the Dodge School and/or the property for parks/recreation activity.

OBJECTIVE: o *Enforce minimum housing and property maintenance codes to encourage housing maintenance and to eliminate dilapidated housing from the Southside Neighborhood.*

- SUB-OBJECTIVES:
- . Bring mobile home park up to city code specifications.
 - . Remove or maintain abandoned sewage pumping station on 28th Avenue.
 - . Continue allocating Community Development funds for rehabilitating residential dwellings.

OBJECTIVE: o *Undertake the capital improvements required to complement the Southside Neighborhood as a quality single-family residential neighborhood.*

- SUB-OBJECTIVES:
- . Improve unpaved streets with pavement surface.
 - . Furnish property west of Indian Creek and north of I-80/29 to 23rd Avenue with sewer and water service.
 - . Improve street surfacing at railroad crossing intersections.

The Southside Neighborhood is located in the south central portion of Council Bluffs. The boundaries are from south of 9th Avenue to Interstate 29-80. The western boundary is considered to be along Indian Creek south to 23rd Avenue, west to 24th Street and south to Interstate 29-80. The eastern boundary is the South Expressway.

This location represents one of the older Council Bluffs neighborhoods. It has been designated a Community Development (CD) neighborhood which in effect indicates the need for physical improvements; generally relating to age. The neighborhood is generally considered to be residential. However, there are many areas of mixed land uses occurring within its boundaries. Traffic circulation often becomes congested because of active railroad tracks and streets utilized by both automobiles and trucks. The mixture of these three modes of transportation create considerable congestion and nuisances for residential living environment.

The neighborhood development pattern generally has been residential east of Indian Creek to the South Expressway. Overall, the development pattern has been oriented to residential dwellings, however, with the railroad's presence and encroachment of other industrial properties upon the neighborhood, an extensive amount of mixed usage has been generated.

Land Use Characteristics










The land use characteristics have generally been considered to be residential. However, since this is one of the city's older neighborhoods much of the property has started to deteriorate. However, there have been several new dwelling units, single-family residences, constructed in the area because of the neighborhood's location.

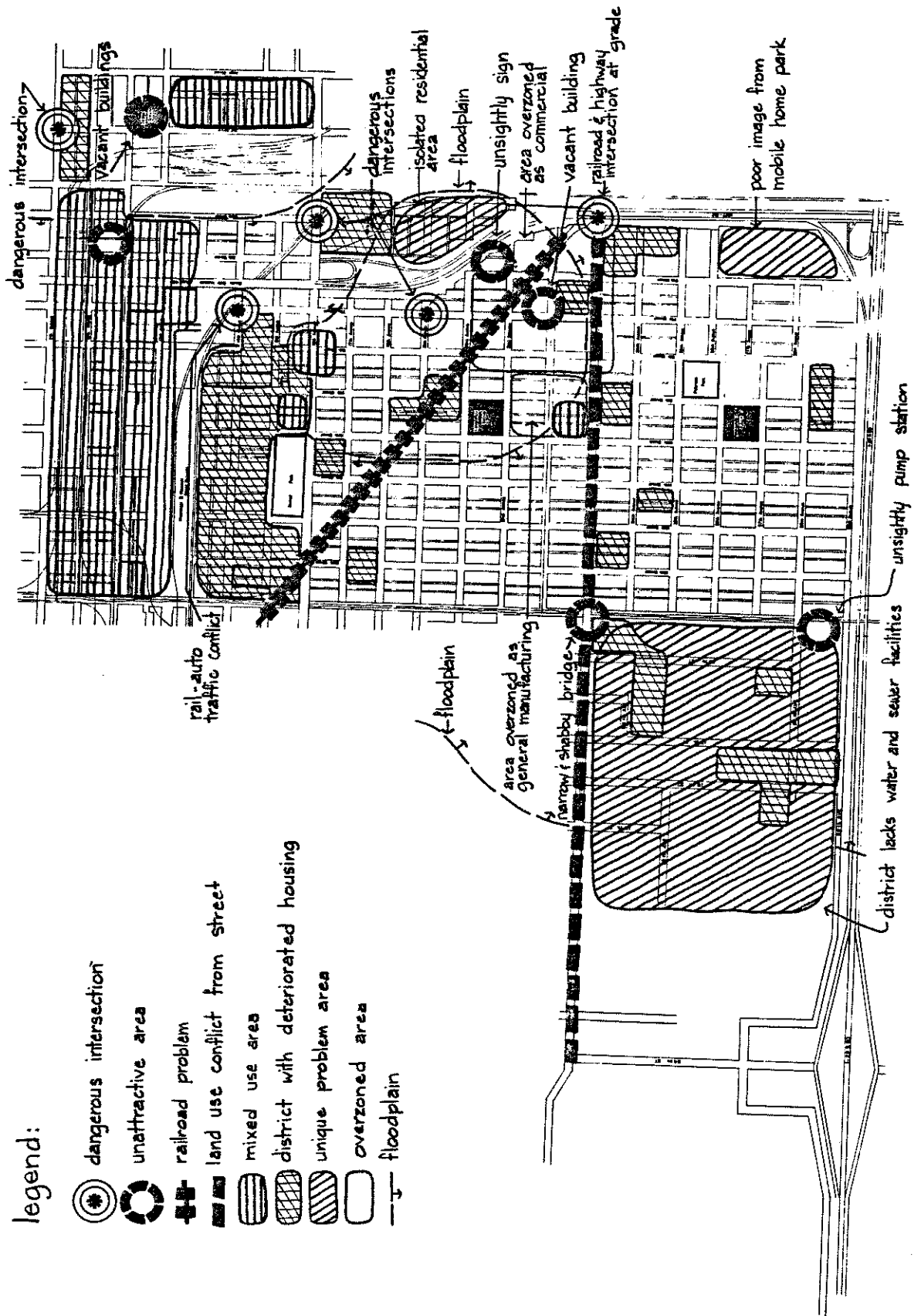
The mixture of land uses have generated considerable problems associated with the potential for the neighborhood to be considered a quality residential environment. The problems normally associated with the neighborhood are as follows:

- o Lack of water and sewer facilities to support development in the southwest portion of the neighborhood.
- o Railroad trackage dividing the neighborhood.
- o Land use conflicts between industrial/commercial and residential properties; truck traffic on streets serving residential properties; scattered commercial uses.
- o Deteriorating housing.
- o Areas over-zoned for commercial and industrial purposes when the existing property use is single-family housing.

PROBLEMS

legend:

-  dangerous intersection
-  unattractive area
-  railroad problem
-  land use conflict from street
-  mixed use area
-  district with deteriorated housing
-  unique problem area
-  overzoned area
-  floodplain



MAP 25



Neighborhood:

South Side

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and Company
Kansas City
Missouri



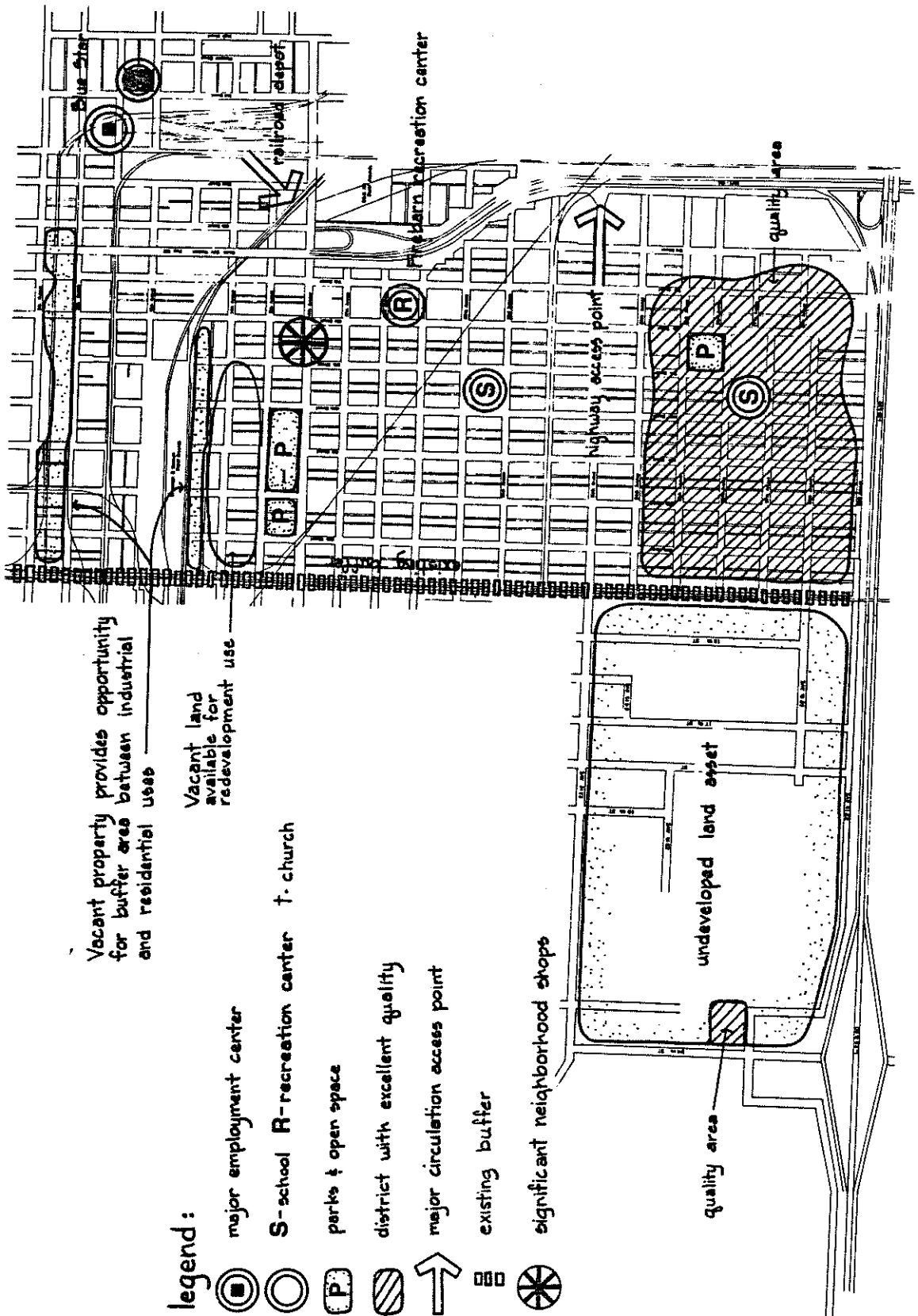
date Oct 1978
scale 1" = 400'

- o Vacant buildings creating both health and general nuisances.
- o Dangerous intersections from both traffic movement and street/rail-road intersection pavement deterioration.
- o Poor image of deteriorating mobile home park.

These problems are primarily generated by land use conditions within the neighborhood. However, the neighborhood has several assets which the city and neighborhood association should capitalize upon to improve living conditions. Improvements will also generate neighborhood maintenance; thus, in the long range, improve the living environment. The assets are as follows:

- o School and park facilities.
- o There are significant neighborhood shops which form a basis for a neighborhood shopping and convenience facilities.
- o There are parks in the area providing recreation potential; vacant land does exist that could be utilized for additional park and open space area.
- o Vacant property along 9th Avenue could be acquired by the City and developed into a buffer zone between industrial and residential properties.
- o There are major employers in the area, such as the Blue Star Processing plant.
- o Firebarn Recreation Center provides neighborhood activity center.
- o Indian Creek serves as a buffer between industrial and vacant properties to the west.
- o Good access from the South Expressway which provides access to the rest of the community and the metropolitan area.
- o The Railroad Depot offers an opportunity for an additional recreational neighborhood activity center.
- o Quality residential area in the very southern portion of the neighborhood.
- o Undeveloped land to the west of Indian Creek and south of 23rd Avenue presents an opportunity for additional new development; a positive impact on the neighborhood.
- o Ramada Inn at the Intersection of South 24th and I-80/29 represents the beginning of a commercial center.

ASSETS



MAP 26

The problems and assets are illustrated on the accompanying maps. These maps provide a basis for determining the neighborhood's potential relative to the respective physical characteristics.

Resident Attitudes

Neighborhood residents are generally of the opinion their neighborhood is a good area in which to live. However, each does feel there are specific improvements that should be undertaken. There is strong sentiment for making whatever improvements are necessary in order to prevent further deterioration; pave dirt streets, improve railroad/street crossings, maintain parks, make the improvements necessary to develop property west of Indian Creek and south of 23rd Avenue.

The attitudes expressed by neighborhood residents and the analysis of neighborhood physical characteristics, has resulted in the Southside Neighborhood's goals and objectives statement.

Neighborhood Development Plan

The overall land use characteristics in the Southside Neighborhood remain unchanged. Changes which should be made pertain to the degree of land use intensity rather than major alterations. However, areas that have been over-zoned and are not being used for the intended land use should be reduced in land area or removed from the zoning classification and the land use changed to the classification of the existing use.

The Neighborhood Development Planning concept illustrates land use in terms of:

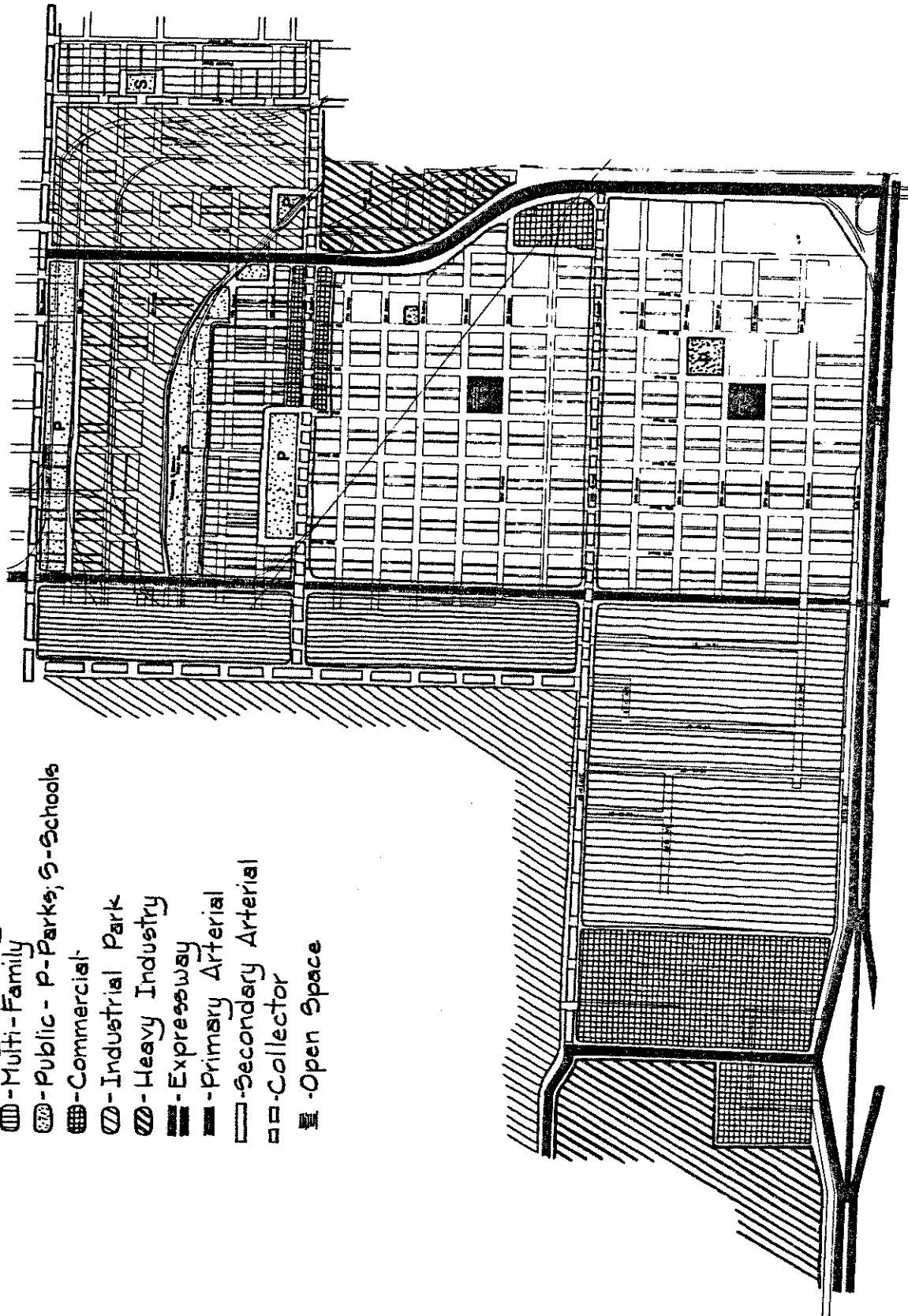
- o Single-family residential.
- o Medium density residential use (two-family, multiple-family).
- o Commercial.
- o Parks and open space.
- o Light industrial development.

It should be noted that the light industrial land use category is included in the context of industrial park facilities. The light industrial uses should be oriented toward industrial park design and facilities. These types of facilities are not obnoxious to residential dwellings. The medium-density housing, if properly planned, should be compatible with the industrial uses provided there is an appropriate transition between the industrial and medium-density residential areas. It is not believed that industrial park development of the property would be offensive or detrimental to the Southside Neighborhood. However, industrial uses east of Indian Creek and to the South Expressway do present a problem. Older buildings are

DEVELOPMENT PLAN

Legend:

- - Single Family Residential
- ▨ - Multi-Family
- ▩ - Public - P-Parks, S-Schools
- ▧ - Commercial
- ▦ - Industrial Park
- ▥ - Heavy Industry
- ▤ - Expressway
- ▣ - Primary Arterial
- ▢ - Secondary Arterial
- - Collector
- - Open Space



Neighborhood:
South Side

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date Oct 1978
scale 1"=400'

utilized and properties have already been developed for light industrial purposes. City procedures and administrative techniques associated with the City's Building Code and Zoning Ordinance should be enforced to assure that maintenance occurs and nuisances are minimized.

Relative to property located in the southwest portion of the neighborhood (Indian Creek west to South 24th and from South 23rd Avenue south to I-29/80), it is extremely important that public services (water and sewer) be provided to this property. The property has a good location in terms of Interstate access. Relative to new housing in the area, it is conceivable that a good portion of this property could be utilized for medium-density or more highly intense residential property than single-family. Therefore, it is recommended that the majority of this property be utilized for housing of a higher density than single-family, multiple-family, duplex, or a townhouse-type of architecture. A development of this nature would not be incompatible with industrial park activities to the north or commercial activities to the west.

The property fronting on 24th could generate additional commercial facilities appropriate to industrial park area and the interstate interchange location. This could include expansion of the motel facilities, automobile dealers, additional restaurants, and, conceivably, potential office structures which may be linked to industrial properties.

Relative to other land use alterations, the large commercial area currently zoned north of South 23rd Avenue and from South Expressway west to 10th occupies approximately six square blocks. This area has been reduced considerably to that which currently houses existing structures; the majority are now vacant. It is conceivable that as new housing is constructed, this area could be utilized for additional neighborhood commercial facilities. In addition, it is adjacent to the South Expressway and its visibility increases its potential as a commercial location.

The single-family residential area from South 16th south to I-29/80 and from Indian Creek east to the South Expressway has considerable potential for remaining a viable quality residential neighborhood. The area is, to some degree, isolated by traffic patterns and Indian Creek. There has been considerable new housing in the area and through a continued effort by the City to improve streets and public services (water and sewer) there is impetus for maintaining a viable neighborhood. The neighborhood has all of the characteristics of being a quality residential neighborhood, however, if City priorities do not include the provision of public services and pavement of streets, there is the potential for continuing neighborhood deterioration.

The properties on the north, adjacent to 9th Avenue, have been included in a buffer strip which separates industrial properties from residential properties to the north. It is proposed that this buffer strip on the south side of 9th Avenue be extended throughout the city to separate the industrial uses from residential properties on the north of 9th. It should be noted that immediately south of 9th Avenue and the proposed buffer, light industrial uses prevail. However, in order to separate this area from the

single-family residential area to the south across 16th Avenue, the transition area consisting of parks and open space and a higher density housing has been included. This should provide the separation necessary to maintain a quality single-family residential living environment to the south.

Relative to recreational areas in the Southside Neighborhood, sufficient sites, with the exception of the area east of the South Expressway and from 9th south to 16th Avenue, have been provided. However, there is some concern over the maintenance of these sites. It should be remembered that the Firebarn Recreation Center can provide an activity center for children and the neighborhood association. The railroad depot east of South Expressway should remain and could be utilized for use as a potential activity center. The Dodge Elementary School could conceivably be rehabilitated to be utilized as a recreation activity center. If it is determined the school building is not able to be rehabilitated because of structural problems, the school site should be retained or acquired and utilized as a park site.

The Neighborhood Development Plan illustrates a concept for land use. It is believed that the land use relationships established provide the city with a guide that can be utilized to maintain and achieve a viable residential neighborhood for the city.

Major Streets/Southside Neighborhood

The major street system within the Southside Neighborhood is one that should be oriented to residential traffic except in those areas where there is need for accessibility to industrial properties. Therefore, the street classification system is described as follows:

- o Expressway
 - . South Expressway
 - . I-29/80
- o Primary Arterial
 - . South 24th Street
 - . 9th Avenue
- o Secondary Arterial
 - . 23rd Avenue from Indian Creek west
 - . 16th Street north from 23rd Avenue to 9th Avenue
 - . 9th Avenue
- o Collector
 - . 16th Avenue from 16th Street east to South 3rd Street
 - . 23rd Avenue from 16th Street east to South Expressway
 - . 3rd Street from 9th south to 16th Avenue

The remaining streets should be considered minor residential streets. The classification of streets as provided herein will allow for the appropriate distribution of truck traffic and through neighborhood traffic without interfering with the single-family residential living environment.

Truck traffic should remain on 16th Street, 23rd Avenue (from 16th Street west) and should be completely eliminated from 23rd Avenue east of 16th Street.

Profile

The population of the area is 4,381. The average household size is 2.92. There are 311 retired heads of household residing in the area. Of the 1,487 households, 688 have children, and 253 contain five or more persons. Residents of the area who are 18 years of age or younger total 1,598.

This neighborhood is very close to the city-wide percentages except with regard to average household size, which is slightly higher than that of the city.

The Southside has an average household income of \$11,407, which is below the city-wide average family income. Families with incomes below the poverty level total 158 (13%). This is the highest percentage for all the neighborhood areas. The occupational breakdown for the area is: Professional and Technical -- 86 (5%); Manager, Proprietors, and Supervisors -- 99 (6%); Non-professional/Non-managerial -- 738 (42%); and Retired, Students, and Non-working -- 716 (40%). All of these percentages closely reflect the city-wide percentages.

The Southside Neighborhood has 1,659 available housing units. Of these, 1,609 are occupied. Of the occupied units, 370 are in substandard condition. Of the 50 units that are vacant, 12 are in substandard condition.

Families needing housing in this area number 1,073--12% of the city-wide need. Of these units, 158 should be assisted housing and the remainder in the non-assisted category.

TABLE 12

PROFILE

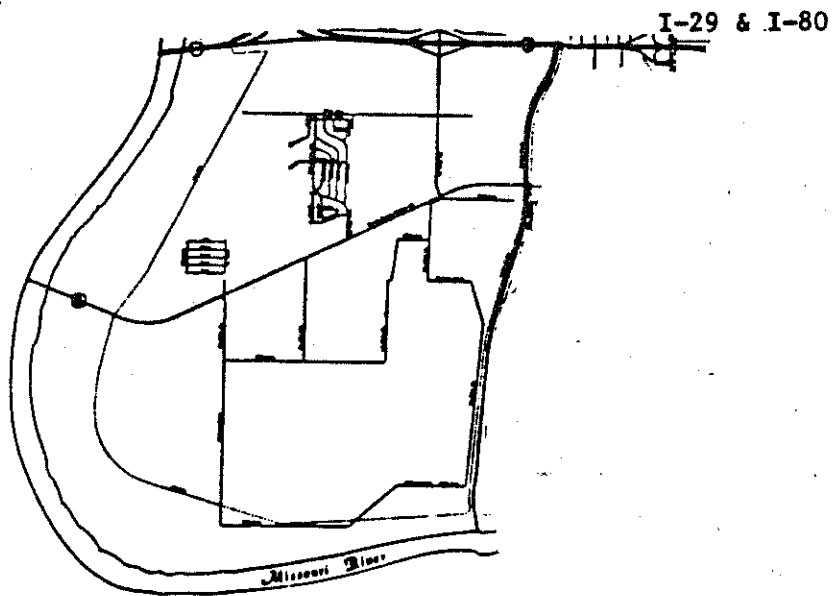
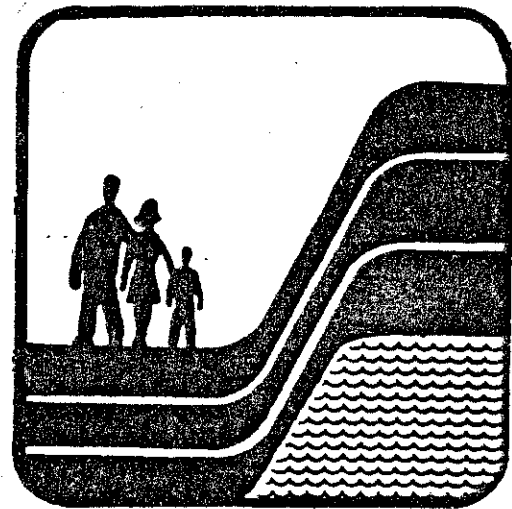
SOUTHSIDE NEIGHBORHOOD

<u>Demographic and Economic Profile</u>		% of Total Neighborhood	% of Total City
✓ Total Population	4,381	-	8
Average Household Size	2.92	-	-
Total Retired	311	7	7
Households With Children	688	16	8
Households with Five or More Persons	253	6	8
✓ Total Households	1,487	-	8
Persons Under 18	1,598	36	9
Household Income.	\$11,407	-	-
✓ Households Below Poverty Level	158	11	13
Total Occupations: Head of Household	1,759	-	8
Professional and Technical	86	5	6
Manager, Priprietors, Supervisors	99	6	5
Non-Professional/Non-Managerial	738	42	8
Other	716	41	8
Retired	421		
Students	90		
Non-working	205		
<u>Housing Profile</u>			
Total Residential Structures	1,468	-	9
Single-Family Structure	1,384	94	9
Two-Family/Multi-Family Structures	84	6	6
New Construction (Structures)*	125	-	47
Single-Family	124	99	56
Two-Family/Multi-Family	1	1	2
✓ Total Housing Units	1,659	-	8
Single-Family	1,384	86	9
Two-Family/Multi-Family	230	14	5
Occupied Housing Units	1,609		
✓ Owner	1,191	74	6
✓ Renter	418	26	2
Substandard	370	23	8
Standard & all others	1,239	77	8
✓ Vacant Available Units	50		8
Substandard	12	24	8
Standard & all others	38	76	8
Housing Stock Available	1,659		8
Vacancy Rate		3	.2
Housing Assistance Needs	1,073		13
Assisted Housing	158	15	13
Non-Assisted Housing	915	85	13
Housing Units			
Change of Occupancy	403	--	--
% of Total Occupancy		27	2
Structures Removed	9	1	11

*New Construction: 1974-1975.

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977.

Twin City - Gifford



STATEMENT OF OBJECTIVES
TWIN CITY - GIFFORD NEIGHBORHOOD

OBJECTIVE:

- o Plan the neighborhood land use for and zone property to protect existing residential areas from commercial/industrial encroachment.*

OBJECTIVE:

- o Maintain city services and undertake capital improvements necessary to maintain public improvements in good physical condition.*

The Twin City - Gifford Neighborhood is a small neighborhood in terms of population. The population totals only 2,674 and only the Manawa Neighborhood is smaller. The population for the Twin City - Gifford Neighborhood is generated by two Mobile Home Parks and the Twin City Plaza Subdivision. With the exception of these three developments, other property within the neighborhood is utilized for agricultural purposes or is vacant. This is a result of the neighborhood being in the flood plain and the lack of utilities. The southern and western boundaries of the neighborhood is the Missouri River.

Land Use Characteristics

The neighborhood is entirely within the flood plain; thus, single-family residential construction in the past has been limited and will in the future based upon Federal Flood Insurance Program regulations. However, there are opportunities that exist for the long term. These are primarily related to the potential for well planned industrial developments as well as the maintaining of open space to protect the southern portion of the city from undesirable uses generating negative impacts upon the city. The neighborhood, for the most part, does not have any specific development pattern. However, it must be recognized that the South Omaha Road and South 24th Street are the primary roadways through the area and, consequently, all development has been limited to these roadways. Circulation throughout the neighborhood is poor except for the primary arteries and the road system within the Twin City Plaza Subdivision.

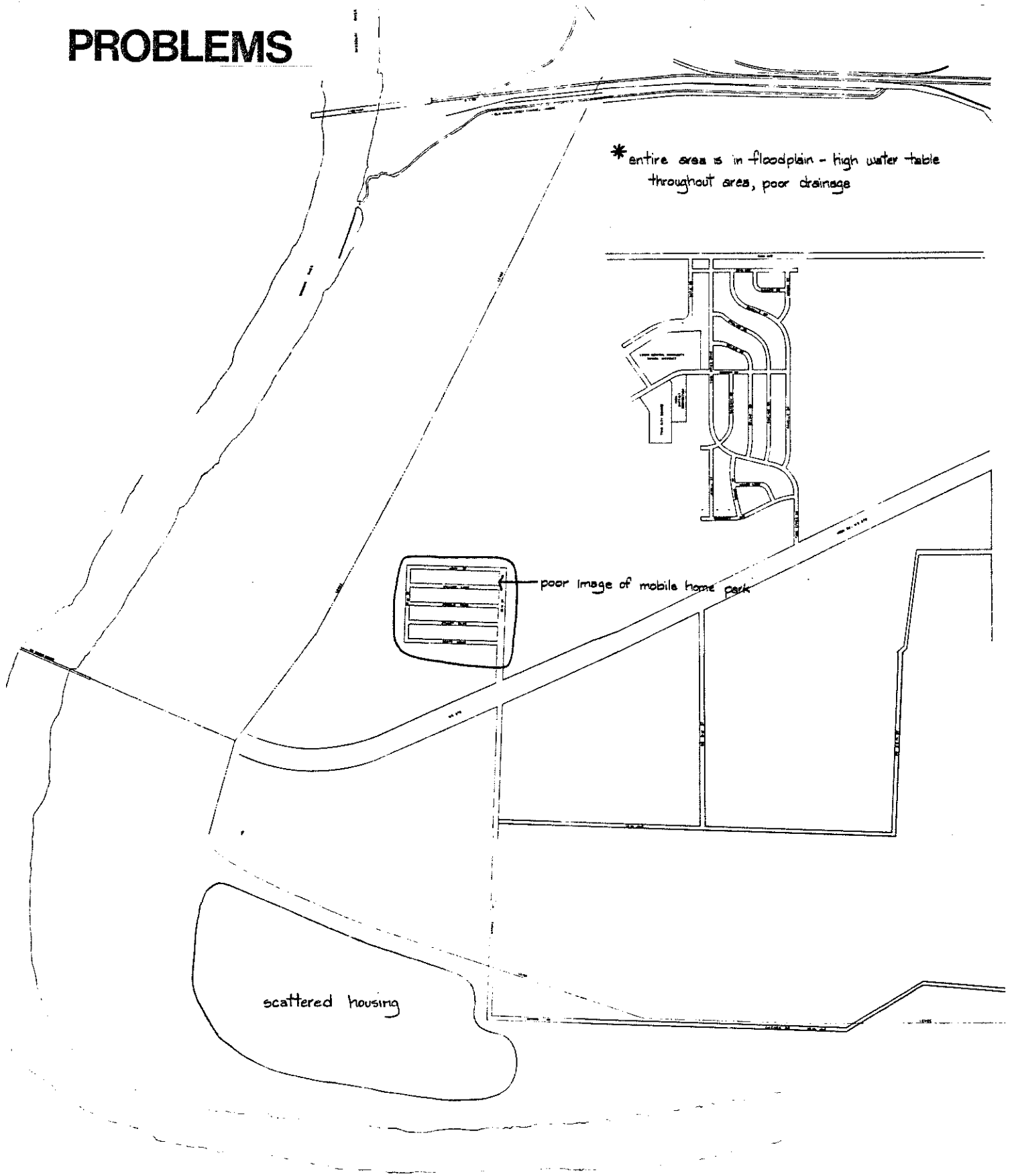
Resident Attitudes

The residents of the neighborhood from Twin City Plaza and the mobile home parks are concerned about the opportunities that exist for their neighborhood; primarily, how the neighborhood may be maintained as a quality residential living area and additional recreation facilities. This is a difficult question in light of the future limitations on development. Therefore, it is very possible that Twin City Plaza and the mobile home facilities may remain as singular areas and will have to provide the impetus for their own improvements.

Neighborhood Development Plan

The Neighborhood Development Plan focuses upon agricultural development. It is recognized that the I-80/29, South 24th Street, South Omaha Road corridor and connections necessitate something other than agricultural zoning. Therefore, it is recommended that this area be utilized for light industrial purposes and, again, oriented toward well planned industrial parks. The Twin City Plaza and mobile home facilities, as well as neighborhood commercial facilities, should remain. However, there is no expansion shown for these areas due to Flood Insurance Program requirements and potential city zoning for the area to conform to the requirements of the Flood Insurance Program.

PROBLEMS



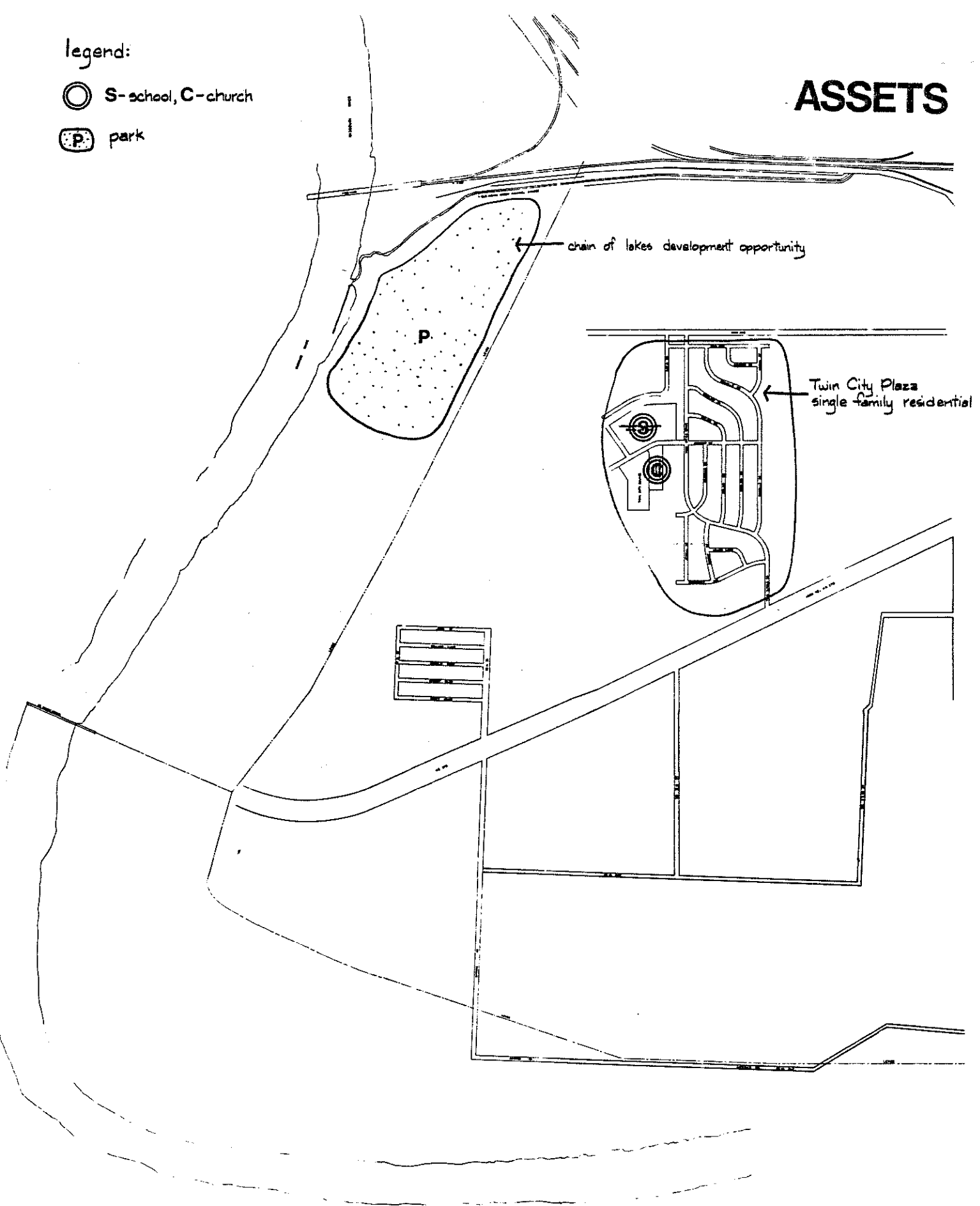
MAP 28

legend:

○ S- school, C- church

Ⓟ park

ASSETS



MAP 29

Neighborhood:

Twin City-Gifford

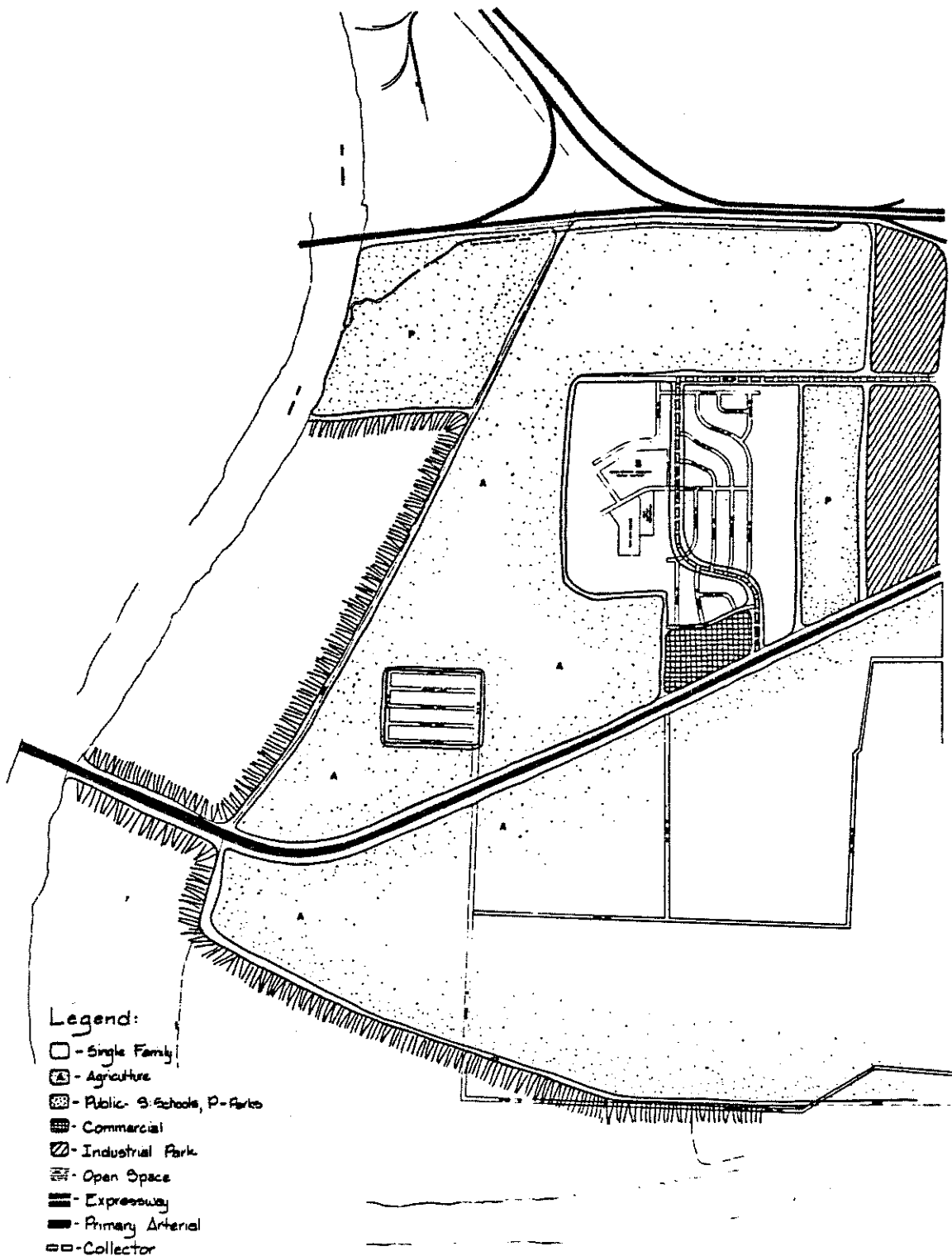
Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City



DEVELOPMENT PLAN



MAP 30



Neighborhood:
Twin City-Gifford

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date Oct 15
scale 1" = 4'

It is recommended the agricultural and conservation areas be carefully scrutinized and reviewed in terms of whatever activities occur. It is very possible there will be attempts to develop small areas within the neighborhood which could, potentially, be undesirable and provide negative impacts to the entire area. Thus, the Twin City - Gifford Neighborhood could easily become an area of mixed land uses. In essence, becoming a major problem for the city.

Profile

The total neighborhood population is 2,674. This is the next to smallest neighborhood. The average household size is 3.82, the largest of all the neighborhoods. There are 30 retired heads of household. Of the 700 households, 515 have children, and 222 contain five or more persons. Residents who are 18 years of age or younger number 1,259.

This is a very atypical neighborhood. The percent of retired heads of household is extremely low -- 4%. The average household size is greater than the city average by one person per household. As might be expected, the percent of households with children and with five or more persons is extremely greater than that of Council Bluffs as a whole.

The average household income for the Twin City - Gifford neighborhood is \$13,664. This is much greater than the city-wide average income. Families having an income below the poverty level total 42 (7%). The occupational breakdown of the area is: Professional and technical -- 51 (6%); Managers, proprietors, and supervisors -- 51 (6%); Non-professional/Non-managerial -- 418 (50%); and Retired, Students, and Non-working -- 184 (22%). This neighborhood has the highest percent of non-professional/non-managerial and the lowest percent of retired, students, and non-working in comparison to the other neighborhood areas.

The Twin City/Gifford Neighborhood has the smallest housing stock of all the planning neighborhoods, with 1,037 units available in the area. Of this total, 1,006 are occupied--231 of which are considered substandard. Of the 31 housing units which are vacant, 7 are classified as substandard.

Those in need of housing include 285 families. This figure accounts for 3% of the city-wide housing assistance needs. Of these needed units, 42 should be assisted and the remaining 243 units should be non-assisted.

TABLE 13

PROFILE

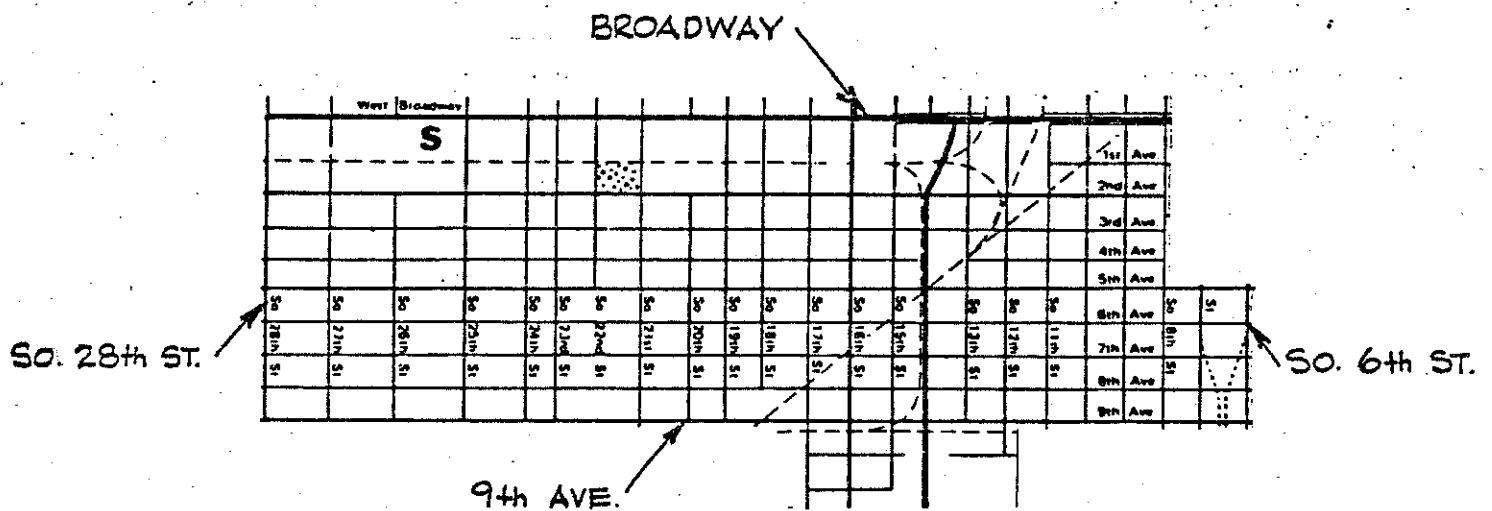
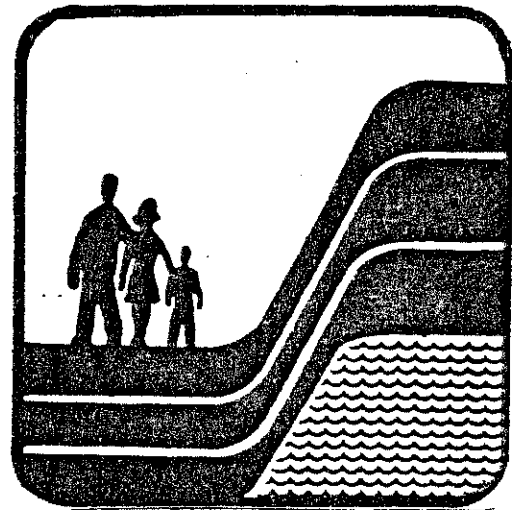
TWIN CITY - GIFFORD NEIGHBORHOOD

<u>Demographic and Economic Profile</u>		<u>% of Total Neighborhood</u>	<u>% of Total City</u>
Total Population	2,674	-	5
Average Household Size	3.82	-	-
Total Retired	25	1	.5
Households With Children	515	74	3
Households With Five or More Persons	222	32	1
Total Households	700	-	4
Persons Under 18	1,259	47	2
Household Income	\$13,664	-	-
Households Below Poverty Level	42	7	.2
Total Occupations: Head of Household	826	-	4
Professional and Technical	51	6	.2
Manager, Proprietors, Supervisors	51	6	.2
Non-Professional/Non-Managerial	418	50	2
Other	184	22	.8
Retired	30		
Students	85		
Non-working	69		
<u>Housing Profile</u>			
Total Residential Structures	730	-	4
Single-Family Structure	715	98	4
Two-Family/Multi-Family Structures	15	2	1
New Construction (Structures)*	7	-	3
Single-Family	7	100	3
Two-Family/Multi-Family	0	0	0
Total Housing Units	1,037	-	4
Single-Family	715	97	4
Two-Family/Multi-Family	25	3	.5
Occupied Units	1,006		5
Owner	644	64	3
Renter	362	36	2
Substandard	231	23	5
Standard & all others	775	77	5
Vacant Available Units	31	-	5
Substandard	7	23	5
Standard & all others	24	77	5
Housing Stock Available	1,037	-	5
Vacancy Rate		3	5
Housing Assistance Needs	285	-	3
Assisted Housing	42	15	3
Non-Assisted Housing	243	85	3
Housing Units			
Change of Occupancy	228	-	-
% of Total Occupancy		31	4
Structures Removed	1	.1	1

*New Construction: 1974-1975.

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977.

West End



STATEMENT OF OBJECTIVES
WEST END NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use and zone property to create an environment conducive to single-family residential living.*

SUB-OBJECTIVES: . Discourage additional industrial/commercial zoning and use of property in the neighborhood.

 . Reduce commercial/industrial zoning to the areas currently or potentially usable for this type of use.

OBJECTIVE: o *Develop a traffic circulation plan to encourage the elimination of truck and automobile traffic through the neighborhood except on specified streets.*

SUB-OBJECTIVES: . Prepare a truck circulation route to eliminate through truck traffic.

 . Construct streets in accordance with the recommended street classification system.

 . Reclassify neighborhood streets to encourage traffic to utilize streets compatible with design criteria for their type of traffic use.

OBJECTIVE: o *Develop and maintain park/open space properties for purposes of buffering incompatible land uses.*

SUB-OBJECTIVES: . Develop Indian Creek area as a lineal park with appropriate plantings and facilities adjacent to the creek area; include a bikeway and walking path south to Lake Manawa.

 . Develop areas within and adjacent to railroad rights of way to separate residential/industrial uses.

OBJECTIVE: o *Enforce minimum housing and maintenance codes to encourage housing maintenance and to eliminate dilapidated housing from the West End Neighborhood.*

OBJECTIVE: o *Undertake the capital improvements required to complement the neighborhood's environment for single-family residential living.*

WEST END NEIGHBORHOOD

The West End Neighborhood is located south of Broadway, north of 6th Avenue, east of 28th Street and west of 6th Street. The neighborhood is one that has extensive problems associated with its physical characteristics. It is crisscrossed with railroad tracks and is bordered by major arterials . . . Broadway and 9th Avenue. In addition, the mixture of land uses which occur in the area of railroad trackage as well as encroachment from Broadway and 9th Avenue creates an environment not generally considered to be conducive to single-family residential living. However, there are opportunities whereby this neighborhood, if committed to redevelopment, could become a viable inner-city neighborhood.

Land Use Characteristics

The general location of the neighborhood encourages land use conflicts. Consequently, the conflicts have encroached upon the neighborhood to the point of generating considerable deterioration. The location is one whereby the traffic pattern of both vehicles and trains has divided the neighborhood into several parts.

The encroachment of traffic, and especially truck traffic, has generated an environment not generally conducive to residential improvements. There have been few single-family residences constructed in the neighborhood and housing deterioration appears to be on the increase. The neighborhood is designated a Community Development (CD) Neighborhood and efforts are being made to improve housing characteristics through rehabilitation.

The development pattern essentially has no definition except within the area including railroad trackage. The pattern within this area and along Broadway has generated a commercial/industrial influence; thus, it has hampered development of a definitive residential land use pattern even though the majority of land use is single-family housing.

The land use characteristics are well illustrated in the Problems Map. The problems are primarily generated by physical characteristics emanating from railroad trackage and deteriorating structural conditions. Even though the majority of land use is single-family housing, a major portion of the neighborhood is zoned for commercial or industrial purposes. This type of zoning has been a handicap in the development for single-family housing. It is interesting to note that the areas of deteriorating single-family housing are primarily adjacent to those areas over-zoned for commercial and/or industrial development. It may be concluded that single-family housing adjacent to these areas has had deterioration caused by the impact of the commercial/industrial uses.

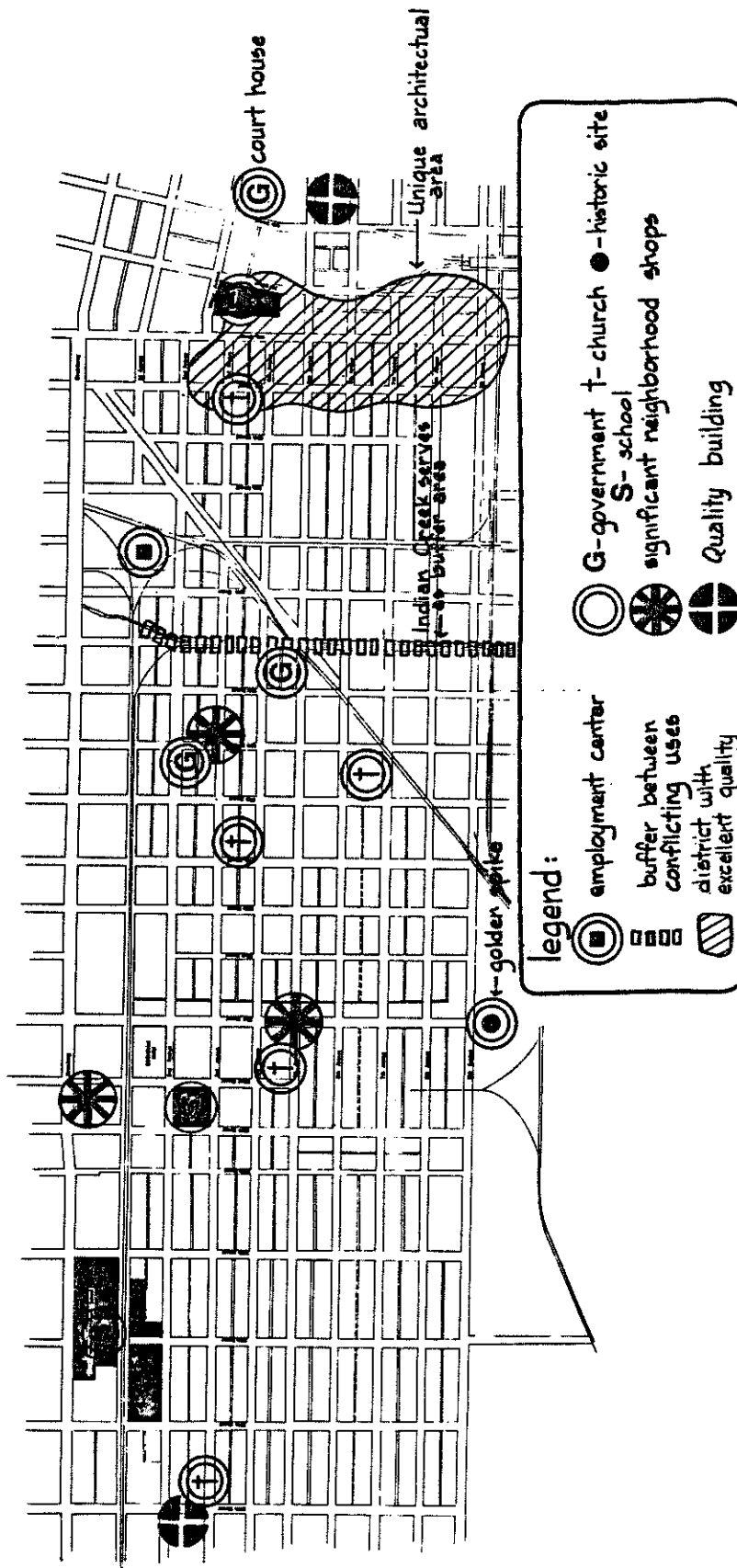
The major problems illustrated on the Problems Map primarily reflect the following:

- o Over-zoning of property for industrial purposes.
- o Extensive railroad trackage actively utilized for the transport of rail cars through the neighborhood and for the storage of cars on spurs within the residential areas.
- o Dangerous intersections from both a vehicular and railroad traffic pattern.
- o Maintenance of street and railroad crossing intersections.
- o Truck traffic existing on South 25th Street, 16th Street and 9th Avenue.
- o Deteriorating housing and commercial structures.
- o Airport approach and departure zones.
- o General land use conflicts between residential properties, commercial properties, street traffic, and industrial properties.
- o The eastern portion of the West End area is included in the flood plain as defined by the Federal government's flood insurance program guidelines.
- o There are several unattractive areas generated by deteriorating structures and unkept yards.

The characteristics of the West End Neighborhood have generated problems that appear to be more intense than other neighborhoods. While many neighborhoods have major problems, the intensity to which that problem exists appears to be greater in the West End. Therefore, it is imperative the neighborhood assets be capitalized upon to influence, resolve, or reduce existing problems.

The problems have placed the West End Neighborhood in a position of having few assets. Assets are generally determined to be those characteristics which stabilize a neighborhood and form a basis upon which a neighborhood environment can be built. The assets illustrated on the West End Assets Map are the schools, churches, and government activity centers. The transportation system of the city does not generate any particular attributes for the neighborhood since it and rail systems are utilized in a manner to encourage deterioration through noise, air and visual pollution. However, in terms of the community facilities created by the churches, schools and government centers, there is the opportunity to have these assets serve as a basis for building an improved neighborhood. There is an area on the east that has unique architectural character; however, with the exception of this area, housing generally would have to be considered of limited value in terms of criteria associated with a quality housing area. Even though there are quality homes in the area, the impacts have generated problems that prohibit the development of or rehabilitation of

ASSETS



any quality residential areas. Therefore, it is imperative that as the Neighborhood Development Plan is implemented, the city through its CD program, take advantage of every tool possible to improve the residential quality of the area and to prohibit future development which encroaches upon single-family residences.

Resident Attitudes

The neighborhood residents are generally of the opinion that their neighborhood can become a viable neighborhood within the city structure. They recognize there are considerable influences which impact the neighborhood and need to be changed. These include the industrial/commercial development and limiting it to that area which is marketable or only appropriate for utilization. They also recognize the truck traffic on South 16th Street and 25th Street, as well as 9th Avenue, produces an environment that discourages a resident from maintaining his property. Many persons are of the opinion truck traffic is one of the major problems; if it were eliminated it would possibly improve neighborhood attitudes and the living environment.

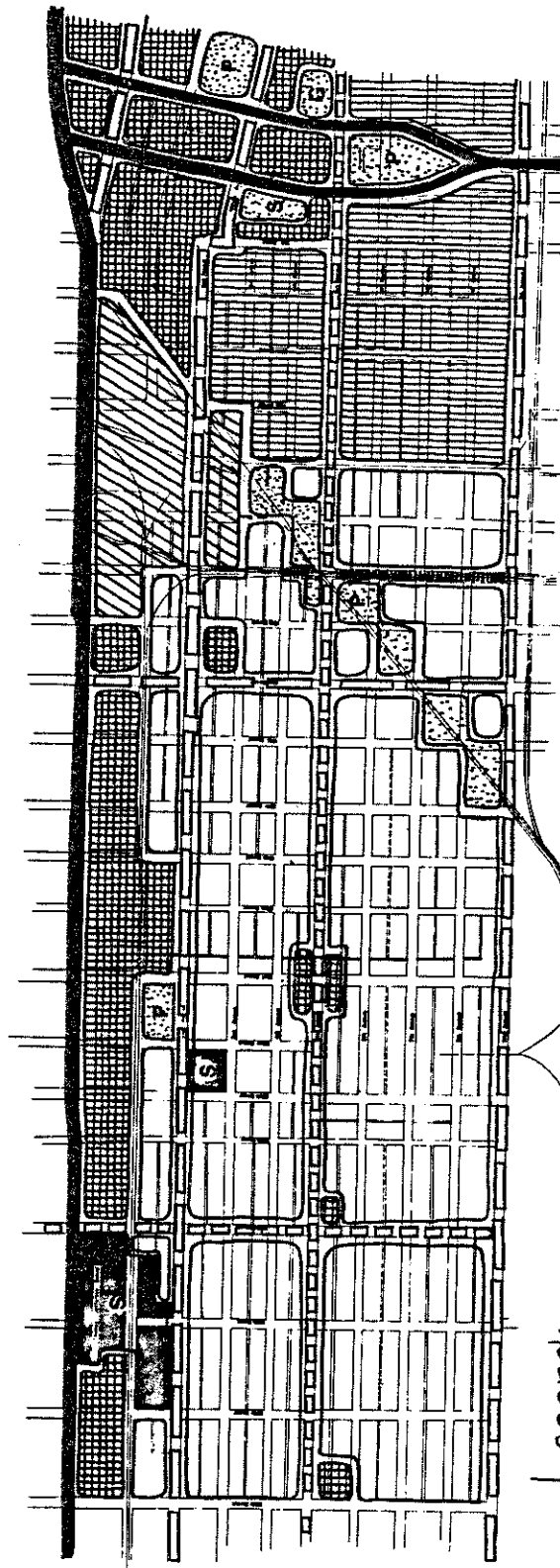
There is concern among the residents that unless commercial/industrial properties are restricted the impacts of future development will force persons desiring to live in the area from their homes. Consequently, this will encourage the homes to be purchased and potentially rented by persons having an attitude that encourages or results in lack of property maintenance.

Neighborhood Development Plan

The Neighborhood Development Plan proposes some dramatic changes in contrast to existing land use concepts for the area. It should be noted from the Problems Map that a major problem is the over-emphasis of property in the industrial zoning classification not being utilized for industrial purposes. In many instances, the property is utilized for single-family dwellings or has remained vacant. This indicates that even though much of this property is crisscrossed with railroad trackage that industrialists have passed it by. If it is utilized for industrial purposes the industries interested are marginal and normally seek deteriorating areas. When these industries are located, additional deterioration is encouraged from the impact upon adjacent properties. Therefore, it is recommended that the land zoned for industrial purposes be reduced as illustrated on the Neighborhood Development Plan. This will not remove any existing industrial uses along the railroad trackage from the industrial zoning classification. However, there is one exception; the large lumberyard existing at 2nd Avenue and 21st Street. The lumberyard can exist in a commercial zone that has rather high intensity type uses.

The railroad trackage can continue to exist in its appropriate right-of-way; however, there is one area that, because of its diagonal direction through the neighborhood, impacts approximately seven blocks. It is recommended that these blocks and the railroad right-of-way be developed for open space purposes with appropriate park facilities. The other railroad tracks in the area are in right-of-way that does not necessarily disturb the development pattern or the adjacent properties.

DEVELOPMENT PLAN



Legend:

- O - Single Family Residential
- ▨ - Multi-Family
- ▩ - Public S-Schools;
p-Parks; G-Gov't.
- ▩ - Commercial
- ▨ - Industrial Park
- ▩ - Open Space
- ▩ - Primary Arterial
- ▩ - Secondary Arterial
- ▩ - Collector



Neighborhood:
West End

Department of Planning
and Community Development
Council Bluffs, Iowa



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and
Company
Kansas City
Missouri



Therefore, in terms of the change in land use, it is primarily related to the industrial properties. The remaining area contains multiple-family or medium density land use . . . office, commercial properties along Broadway, and two small neighborhood centers located at 21st and 5th Avenue, 25th and 5th Avenue, and 35th and 5th Avenue.

The major street system through the neighborhood primarily consists of collector streets and minor residential streets. However, 2nd Avenue, 9th Avenue and 16th Street have been included as secondary arterial streets. Broadway and the extension of the South Expressway, have been included as major arterials. Every effort should be made to redirect truck traffic. This can easily be done by bringing trucks around the city on the Interstate and north into the industrial area south of 9th Avenue. It is imperative, if the neighborhood is to survive and to rid the area from nuisances generated by truck traffic, the traffic must be re-routed. Traffic along 2nd Avenue should continue in a one-way pattern into the downtown area. This provides a street for through traffic that is not oriented to the commercial establishments on Broadway. The appropriate revisions to the movement of traffic on 2nd Street should be made in terms of channelization, potential widening, and signalization.

The West End Neighborhood should utilize the CD funds allocated for purposes of housing rehabilitation as well as making the necessary park/recreation, and open space improvements.

Profile

The total population of the area is 6,181. The average household size is 2.83. There are 627 retired heads of household residing in the area. Of the 2,199 households, 908 have children, and 346 contain 5 or more persons. Persons residing in the area who are 18 years of age or younger number 2,113.

The neighborhood compares very closely with the city-wide percentages.

The West End area has an average household income of \$11,041. This is the lowest average income of all the neighborhood areas. There are 185 families (8%) who have an income below poverty level. This exceeds the city proportion by 2%. The occupational breakdown for the area is: Professional and technical--102 (4%); Managers, proprietors and supervisors--94 (4%); non-professional/non-managerial--1,112 (41%); and Retired, Students and Non-working--1,152 (43%). This area has the lowest percentage of professional and managerial workers than any of the other neighborhood areas.

The West End Neighborhood currently has 2,323 housing units within its boundaries. Of these, 2,253 are occupied and 70 currently vacant. The substandard occupied units number 518 and 16 of the vacant structures are substandard.

There are 1,287 families who are in need of new housing units. This is 15% of the need in the city as a whole. Of those in need of new housing, 185 should be assisted housing, while 1,102 should be in the non-assisted category.

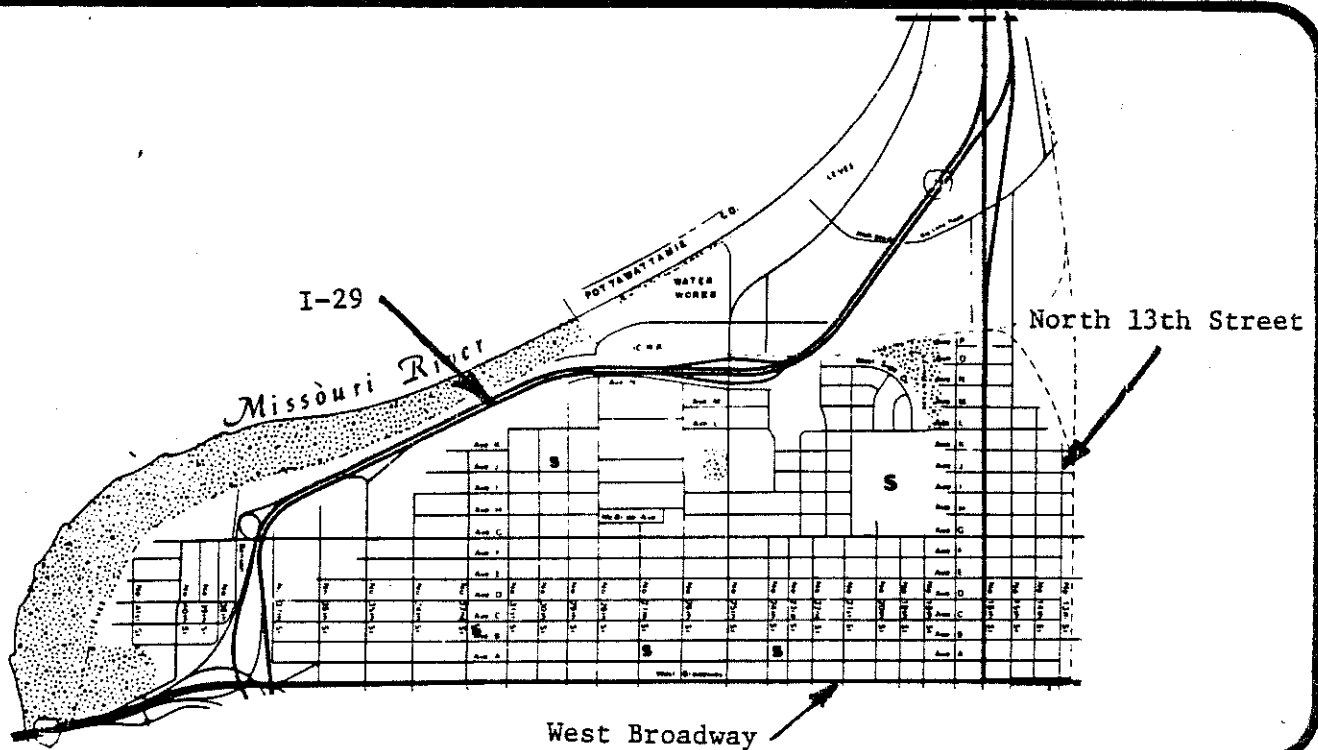
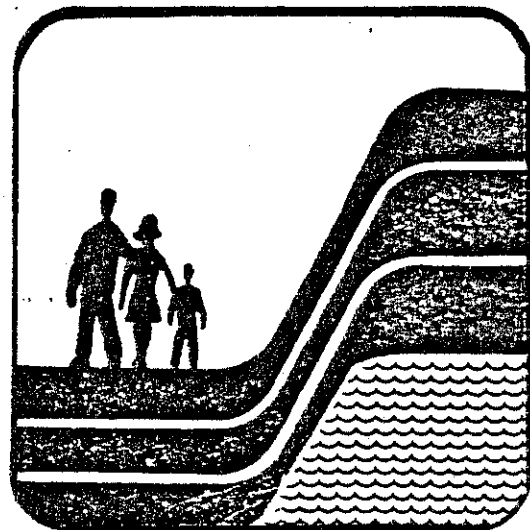
TABLE 14
WEST END NEIGHBORHOOD
PROFILE

		% of Total Neighborhood	% of Total City
Total Population	6,181	---	11
Average Household Size	2.83	---	---
Total Retired	627	10	13
Household with children	908	41	5
Household with 5 or more persons	346	16	2
Total Households	2,199	---	11
Persons under 18	2,113	34	11
Household Income	\$11,041	---	---
Households below poverty level	185	8	15
Total Occupation: Heads of Households	2,684	---	11
Professional and Technical	102	4	.4
Managers, Proprietors, Supervisors	94	4	.4
Non-Professional/Non-Managerial	1,112	41	5
Other	1,152	43	5
Retired 705 (26.26)			
Students 145 (5.4)			
Non-working 302 (11.25)			
Total Residential Structures	2,003	---	12
Single-family structures	1,849	92	11
Two-family/Multi-family structures	154	8	1
New Construction (Structures)*	8	---	3
Single-family 7		88	3
Two-family/multi-family 1		12	2
Total Housing Units	2,323	---	11
Single-family 1,849		79	9
Two-family/multi-family 505		21	2
Occupied Units	2,253		11
Owner 1,555		69	8
Renter 698		31	3
Substandard 518		23	11
Standard & all others 1,735		77	11
Vacant Available Units	70		11
Substandard 16		23	11
Standard & all others 54		77	11
Housing Stock Available	2,323		11
Vacancy Rate		3	.3
Housing Assistance Needs	1,287		15
Assisted Housing 185		14	15
Non-Assisted Housing 1,102		86	15
Housing Units			
Change of Occupancy 636			
% of Total Occupancy		27	12
Structures Removed 13		1	16

*New Construction: 1974-1975

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977

Wilson / Meyer - Roberts



STATEMENT OF OBJECTIVES
WILSON/MEYER-ROBERTS NEIGHBORHOOD

OBJECTIVE: o *Plan the neighborhood land use for and place property in a zoning classification conducive to single-family residential living.*

SUB-OBJECTIVES:

- . Rezone single-family properties to the single-family zoning classification.
- . Eliminate extensive commercial zoning where commercial development has not materialized and it is incompatible with the single-family living environment; Avenue G/35th Street, and the 16th Street corridor.
- . Orient and direct commercial development to I-29 interchanges.
- . Redevelop the area west of I-29 and north of Broadway for high density housing and supporting facilities.
- . Develop industrial properties for an industrial park environment.

OBJECTIVE: o *Prepare a traffic circulation plan to encourage the elimination of truck and automobile traffic.*

SUB-OBJECTIVES:

- . Prepare a truck circulation route to eliminate through truck traffic.
- . Reclassify neighborhood streets to encourage traffic to utilize streets compatible with design criteria for the type of traffic use.

OBJECTIVE: o *Develop and maintain park and open space properties for purposes of buffering incompatible land uses, and to maximize recreational activity.*

SUB-OBJECTIVES:

- . Provide continued maintenance for all existing park and swimming pool facilities.

OBJECTIVE: o *Enforce minimum housing and property maintenance codes to encourage housing maintenance and the elimination of dilapidated housing.*

SUB-OBJECTIVES:

- . Through code enforcement encourage property maintenance of multiple family developments.
- . Require housing and property maintenance through code enforcement in the single-family area west of I-29 and north of Broadway; until that time when redevelopment is assured.

OBJECTIVE:

- o Undertake the capital improvements required to complement the neighborhood as a quality single-family residential neighborhood.

PROBLEMS

legend:

dangerous intersection

unattractive area

floodplain

60 db airport noise contour

railroad problem

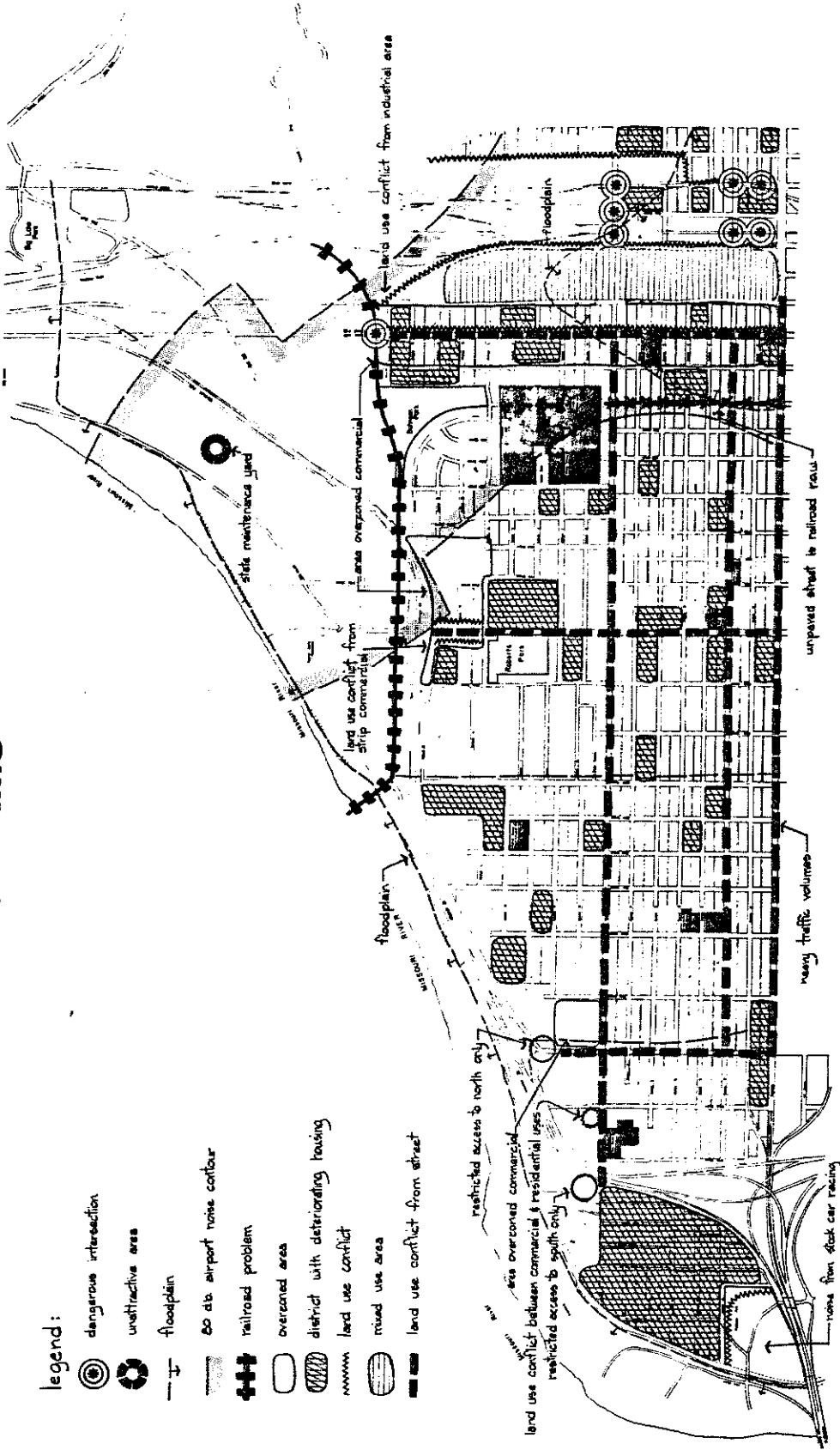
overconed area

district with deteriorating housing

land use conflict

road use area

land use conflict from street



Neighborhood:
Wilson/Meyer-Roberts

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri

MAP 34



Date: Oct 1978
Scale: 1" = 400'

The Wilson/Meyer-Roberts Neighborhood contains approximately 20% of the City's population. It is the largest City neighborhood in population. It contains that area north of Broadway to the Missouri River and from approximately 10th Street on the east, west to the Missouri River. The neighborhood is primarily residential; it represents probably one of the more stable and viable City neighborhoods in terms of its physical characteristics and general layout. There are no physical characteristics from Broadway north to the Missouri River dividing the neighborhood; for the most part, it is fairly continuous with the same types of development throughout.

The location represents one of the better in the City. The Interstate borders the neighborhood on the north and west, but there is only limited access at 25th Street, Avenue G, and 35th Street. These access or exit points do provide a problem relative to traffic circulation through the neighborhood. The major problem could be remedied if truck traffic were eliminated from these streets.

Land Use Characteristics

Neighborhood land use is oriented toward the amenities associated with residential living (parks and recreation, schools, churches, and the necessary commercial facilities to support the neighborhood. The neighborhood represents a rather sound and stable population as well as relatively good housing characteristics. There has been considerable new construction . . . single-family and multiple-family.

The area's land use characteristics do not generally produce offensive nuisances. However, land use that could become offensive is located on the neighborhood borders. This exists along 16th Street, the I-29 interchange with 25th Street, and Avenue G at 35th Street. There is over-zoning for commercial property at 35th and Avenue G. The zoning is for land to provide commercial facilities at a location convenient to the 35th Street interchange. Commercial development in this area has not materialized. It appears unlikely due to the limited access interchange existing at this location.

The interchange with I-29 and 16th Street is only partial . . . access to I-29 for northbound traffic; exit from I-29 for southbound traffic. However, 16th Street from the Interstate south to Broadway has commercial development and can be considered to be over-zoned for commercial properties. Sixteenth Street represents a strip commercial area that has not materialized in terms of high-value commercial properties. Its association with I-29 has not attracted extensive development. Therefore, consideration needs to be given to 16th Street and its potential within the neighborhood.

Relative to 25th Street, it has a full interchange with I-29. The property adjacent to I-29 has been developed with a Holiday Inn and it appears there is opportunity for additional development. Consideration should be given to the opportunities for commercialism at this particular interchange. If

legend:
 (S) schools
 (G) government facility
 (C) church
 (R) recreation center
 * significant neighborhood shops
 P parks and open space
 [hatched] district with excellent quality existing buffer
 → major circulation access point

schools
government facility
church
recreation center
significant neighborhood shops
parks and open space
district with excellent quality
existing buffer.
major circulation access point

undesirable commercial development continues to develop at this location, there is a strong possibility it will generate a negative impact on the neighborhood.

Traffic circulation in the neighborhood produces a negative impact when considering I-29 access. The access generates truck traffic that proceeds through the neighborhood. Therefore, consideration should be given to the elimination of truck traffic throughout the neighborhood; trucks should proceed on I-29 to industrial areas in the southern part of the City.

The community has several assets from both institutional and governmental facilities. These form a significant base for neighborhood improvement and maintaining a stable neighborhood. The River and I-29 on the north protect the area from encroachment of other land uses. The area west of I-29 represents an area for redevelopment; it could potentially be a desirable housing area. Other neighborhood assets focus on recent construction. Relative to the apartment projects, there is concern about management and maintenance and the resulting effect upon single-family residential properties.

Resident Attitudes

Residents are of the opinion the neighborhood is attractive and are generally pleased with the neighborhood. The fringes of the neighborhood are where most of the problems occur; persons living in the neighborhood's interior are not necessarily affected. This could be an indication why residents are of the opinion the neighborhood sufficiently meets their needs. However, in terms of the total city development pattern, there are improvements which can be made to improve the neighborhood and offer additional opportunities for neighborhood stability.

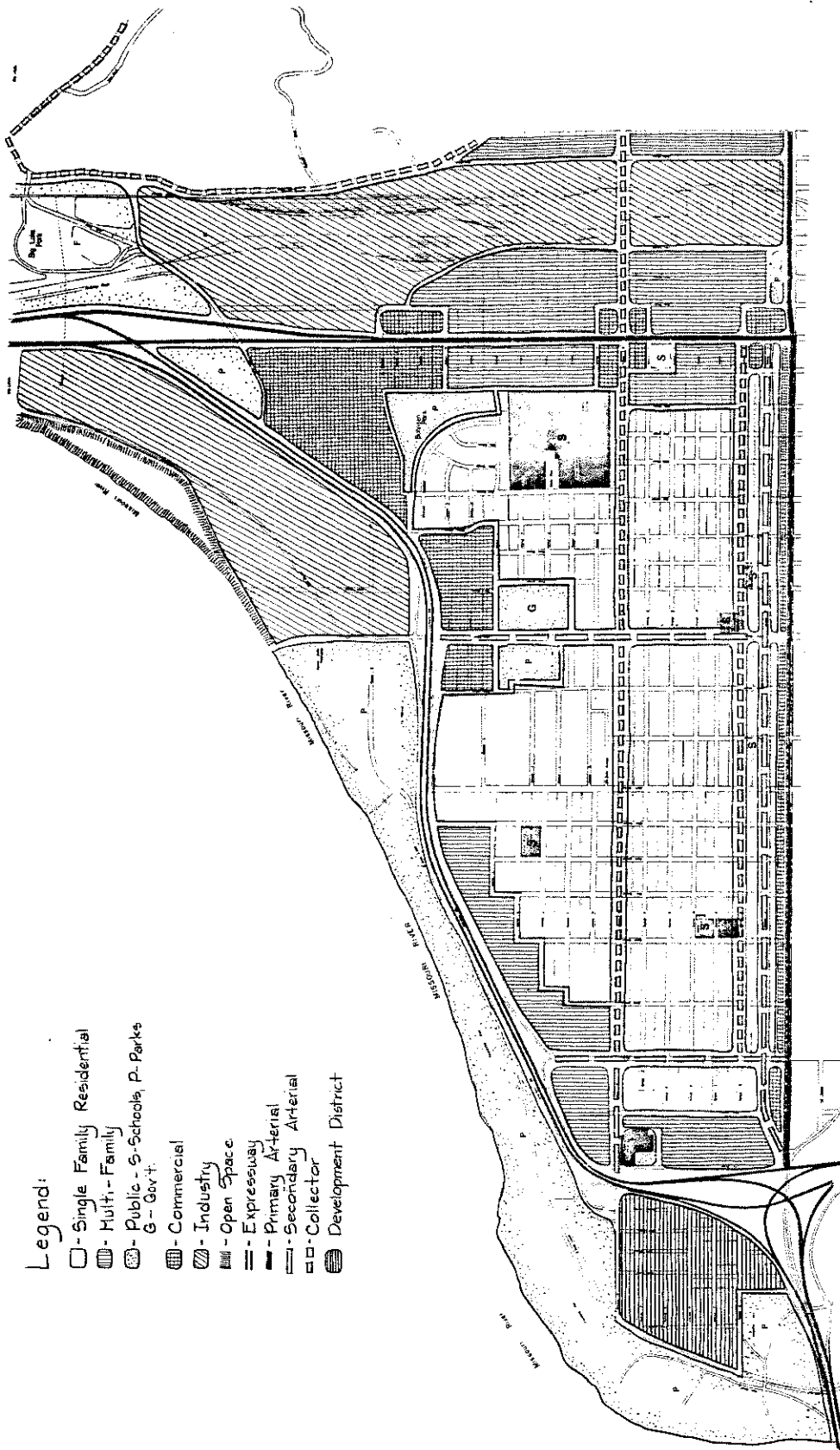
Neighborhood Development Plan

The plan for development/redevelopment of the Wilson/Meyer-Roberts Neighborhood has taken into consideration the over-zoning and the lack of attractive commercial development to materialize. It is for this reason that much of the commercial zoned property has been recommended to decrease in area and other uses more in conformance with current land use is proposed. This occurs at Avenue G and 35th Street and along 16th Street. The Avenue G/35th Street area has been proposed for multiple-family or high-density types of housing; along 16th Street commercial activity at appropriate intersections has been proposed with other properties being utilized for multiple-family housing. There is still an opportunity adjacent to the Holiday Inn for additional commercial activities. The area along 16th Street adjacent to I-29 and occupying the Richmond Goldman Discount Store and the Motel 6 appears to have additional opportunities. However, on the east side of 16th Street, this area could substantially be improved with entrance to industrial properties rather than the existing strip commercial property.

Relative to the area west of I-29, it is proposed this area be redeveloped for high-density housing. It is isolated and offers the opportunity for

DEVELOPMENT PLAN

- Legend:
- - Single Family Residential
 - ▨ - Multi-Family
 - ▤ - Public - S-Schools, P-Parks
G - Gov't.
 - ▥ - Commercial
 - ▦ - Industry
 - ▧ - Open Space
 - ▩ - Expressway
 - - Primary Arterial
 - - Secondary Arterial
 - ▬ - Collector
 - ▭ - Development District



MAP 36



Neighborhood:
Wilson/Meyer-Roberts

Department of Planning
and Community Development
Council Bluffs, Iowa



Lawrence Leiter
and
Company
Kansas City
Missouri



date Oct 1978
scale 1" = 400'

high-density housing and the facilities that accompany this type of improvement. There are multiple-family housing areas included that should buffer single-family residences from nuisances arising from commercial properties, I-29, and industrial properties.

The remaining portion of the neighborhood remains designated for single-family residential use. It is believed the single-family housing will continue and that new construction is likely on existing vacant properties.

It is proposed in the plan that all truck traffic be eliminated from Avenue A and Avenue G as well as 16th Street and 25th Street. In addition, truck traffic arriving at or departing the city at 35th Street or Avenue G, I-29 interchanges should be completely rerouted to the southern portion of the city and enter the industrial areas at this point. All streets should be reserved for residential traffic.

Profile

This neighborhood has the largest population of all the neighborhood planning areas, totaling 14,233. The average household size is 2.88. The number of retired heads of households is 1,081. Of the 4,867 households, 2,288 have children and 789 contain 5 or more persons. In the categories of households with children, retired heads of household, and individuals 18 years of age or younger, this planning area ranks first of the 11 neighborhood planning areas.

Although the actual figures for the area are quite high, when viewed on a percentage basis, these categories are very similar to the City as a whole.

The neighborhood has an average household income of \$11,862. In this area, 275 (6%) of the families have incomes below the poverty level. The occupational breakdown of the area is professional and technical--292 (5%); managers, proprietors, and supervisors--348 (6%); non-professional/non-managerial--2,588 (45%); and retired, students and non-working--2,110 (36%). In this area, the neighborhood figures differ from the city-wide percentages in the non-professional/non-managerial category. It is 7% higher than that for the city.

The Wilson/Meyer/Roberts Neighborhood has the largest housing stock of any of the neighborhoods. There are 5,393 housing units available. Of this total, 5,231 units are currently occupied, with 1,204 substandard. This is also the largest number of substandard units of all the planning areas. Vacant units within this area number 162. Of these, 37 are in substandard condition.

There are 1,874 families who have housing construction needs in this area. This is 22% of the families in Council Bluffs who have housing assistance needs. Of the 1,874, 275 should be assisted housing. Those in the non-assisted category number 1,599.

TABLE 15

PROFILE

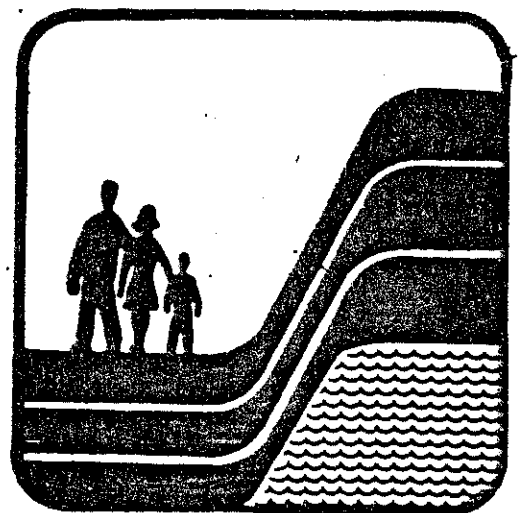
WILSON/MEYER-ROBERTS NEIGHBORHOOD

		<u>% of Total Neighborhood</u>	<u>% of Total City</u>
<u>Demographic and Economic Profile</u>			
Total Population	14,233	--	26
Average Household Size	2.88	--	--
Total Retired: Head of Household	1,081	22	23
Households with Children	2,288	47	12
Households with 5 or more persons	789	16	4
Total Households	4,867	--	25
Persons under 18	5,036	35	27
Household Income	\$11,862	--	--
Households below poverty level	275	6	22
Total Occupations: Heads of households	5,784	--	25
Professional and technical	292	5	1
Managers, Proprietors & Supervisors	348	6	1
Non-Professional/Non-Managerial	2,588	45	11
Other	2,110	36	9
Retired	1,284	22.19	
Students	351	6.06	
Non-working	475	8.21	
<u>Housing Profile</u>			
Total Residential Structures	4,450	--	26
Single-family residences	4,208	95	26
Two-family & Multiple-family	242	5	19
New Construction (Structures)*	31	--	12
Single-family	25	80	11
Two-family/Multi-family	6	20	14
Total Housing Units	5,393	--	25
Single-family	4,308	81	27
Two-family/multi-family	981	19	20
Occupied Units	5,231		
Owner	3,976	76	26
Renter	1,255	24	20
Substandard	1,204	23	6
Standard & all others	4,027	77	20
Vacant Available Units	162		26
Substandard	37	23	26
Standard & all others	125	77	26
Housing Stock Available	5,393		26
Vacancy Rate		3	.8
Housing Assistance Needs	1,874		22
Assisted Housing	275	15	22
Non-Assisted Housing	1,599	85	22
Housing Units			
Change of occupancy % of total			
Occupied	1,242	28	24
Structures Removed	23	.5	29

*New Construction: 1974-1975.

Source(s): Profiles of Change, R. L. Polk & Co.: 1974-1975.
Council Bluffs Housing Assistance Plan: 1977

Appendix



Methodology

A systematic sampling procedure was utilized in order to obtain statistically accurate and projectable results. A criss-cross street directory was used along with a system so that the sample could be selected in an orderly fashion. Street addresses that composed the six neighborhoods were totaled, the total was divided by every nth number in order to achieve the correct sample size. Such methodology assures a reflective look of the City and its six neighborhoods.

A total sample size of five hundred (500) residents was agreed upon mutually by the City staff, Mr. Kent Crippin (representative - Lawrence-Leiter) and the research agency. The maximum standard error range for the total sample is ± 4.4 percentage points at a 95% level of confidence.

Areas surveyed were established by the City of Council Bluffs planning staff. The reader should keep in mind that total results of the survey are not projectable to the entire city. This is because equivilant samples ($N = 83$) were drawn from each of the neighborhood areas to ensure sufficient stability from each of the areas and to allow comparisons. The sample size was determined so that each of the six (6) neighborhoods' needs and attitudes could be addressed. Each of the six sub-samples had a sample size of eighty-three (83). It should be noted that this sample size is sufficient only to make comparisons between neighborhoods. The sub-sample size is not large enough to study the neighborhoods independently. Each sub-sample error range was ± 10.8 percentage points at a 95% level of confidence.

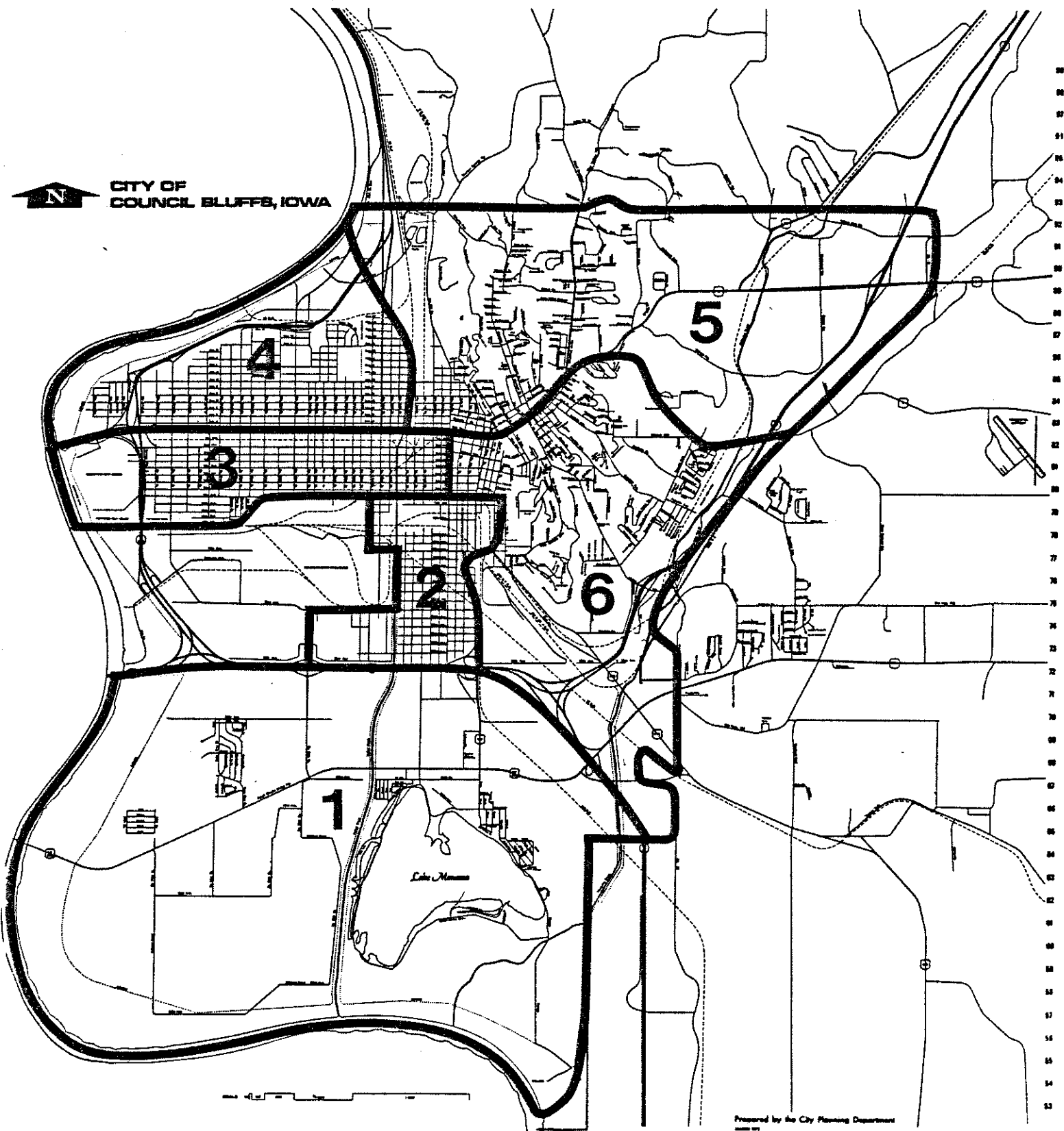
Interviewing was done by telephone by professional telephone interviewers. Interviewing dates were November 12-19, 1976.

Sample Characteristics

<u>Characteristic</u>	<u>Frequency</u>	<u>Percentage</u>
<u>Sex</u>		
Male:	195	39%
Female:	305	61%
<u>Number of Children Under 18</u>		
None:	248	50%
One:	88	18%
Two:	84	17%
Three/Four:	64	13%
Five/More:	16	3%
<u>Work</u>		
Council Bluffs:	205	41%
Omaha:	168	34%
Other:	22	4%
Retired:	105	21%
<u>Total:</u>	500	100%



CITY OF
COUNCIL BLUFFS, IOWA



Prepared by the City Planning Department
June 1961

ATTITUDE SURVEY AREAS

SRI COMMUNITY RESPONSE

(1-5) ID# _____ (Phone Number) _____

(6) SEX: 1 - Male 2 - Female
(From 29)

(7) HOUSEHOLD MEMBER: 1 - 1 2 - 2 3 - 3 or 4 4 - 5 or more
(From #25)

(8) NUMBER OF CHILDREN: 1 - None 2 - 1 3 - 2 4 - 3 or 4 5 - 5 or more
(From #26)

(9) WORK: 1 - Council Bluffs 2 - Omaha 3 - Other
(From #27)

(10) AREA: 1 - 1 2 - 2 3 - 3 4 - 4 5 - 5 6 - 6
(From #28) 7

Hello, this is _____ with SRI Community Response, a local survey research company. We have been asked by the City of Council Bluffs to conduct a survey of Council Bluffs residents. It is a brief interview. (Any questions, call John Sheltren at the City of Council Bluffs - 328-4629)

(13) 1. How long have you lived at your current address? (open-ended)

- 1 - Under 1 year
- 2 - 1 year to 1 year 11 months
- 3 - 2 years to 4 years 11 months
- 4 - 5 years to 15 years
- 5 - Over 15 years

(14) 2. In total, how many years have you lived in Council Bluffs? (open-ended)

List Time: _____ Years _____ Months

- 1 - Under 1 year
- 2 - 1 year to 1 year 11 months
- 3 - 2 years to 4 years 11 months
- 4 - 5 years to 15 years
- 5 - Over 15 years
- 6 - All your life

(Ask 2A)

(Skip to 3)

(15) 2A. Why did you move to Council Bluffs? (open-ended)

(16) 3. (Ask to everyone) What do you like most about Council Bluffs? (open-ended)

4.. How much impact did each of the following factors have on your decision to live in your neighborhood? (factors rotated - responses read)

	Large Impact	Some Impact	A Little Impact	No Impact
____(17) A. Housing available in my price range:	1	2	3	4
____(18) B. The schools:	1	2	3	4
____(19) C. Closeness to work:	1	2	3	4
____(20) D. Recreational facilities available:	1	2	3	4
____(21) E. Quality of the neighborhood's physical characteristics:	1	2	3	4
____(22) F. Safety and security of the neighborhood:	1	2	3	4
____(23) G. Friendliness:	1	2	3	4
____(24) H. Friend or relatives were already in the neighborhood:	1	2	3	4
____(25) I. Shopping facilities available in the neighborhood:	1	2	3	4
____(26) J. Convenience of access to public transportation:	1	2	3	4
____(27) K. Closeness to a church or synagogue of your choice:	1	2	3	4

____(28) 5. Is your present residence:

- 1 - A house (single family dwelling)
- 2 - Duplex
- 3 - One of several apartments in a converted house
- 4 - Apartment or townhouse in a complex
- 5 - Other (List:) _____

____(29) 6. Do you: (responses read)

- 1 - Own your home
- 2 - Make payments on your home
- 3 - Rent your home

____(30) 7. If you were to have to move from your present house or apartment for some reason, would you prefer to live in the same neighborhood, in some other Council Bluffs' neighborhood, or somewhere in the vicinity but not in Council Bluffs? (open-ended)

- 1 - Same neighborhood ----- (Skip to 8)
- 2 - Different neighborhood
- 3 - Outside of Council Bluffs ----- (Ask 7A)

____(31) 7A. Where? (open-ended)

8-19. Please consider the entire City of Council Bluffs. Would you say that the (insert 8-19) is good, average, or poor in the city as a whole? How about in your particular neighborhood of Council Bluffs?

		<u>Good</u>	<u>Average</u>	<u>Poor</u>	<u>(No Idea)</u>
8. Condition of the streets and roads.					
____(32)	A. City:	1	2	3	4
____(33)	B. Neighborhood:	1	2	3	4
9. Attractiveness.					
____(34)	A. City:	1	2	3	4
____(35)	B. Neighborhood:	1	2	3	4
10. Safety and security.					
____(36)	A. City:	1	2	3	4
____(37)	B. Neighborhood:	1	2	3	4
11. General up-keep of property.					
____(38)	A. City:	1	2	3	4
____(39)	B. Neighborhood:	1	2	3	4
12. Recreational and park facilities.					
____(40)	A. City:	1	2	3	4
____(41)	B. Neighborhood:	1	2	3	4
13. City recreational programs.					
____(42)	A. City:	1	2	3	4
____(43)	B. Neighborhood:	1	2	3	4
14. Traffic circulation.					
____(44)	A. City:	1	2	3	4
____(45)	B. Neighborhood:	1	2	3	4
15. The friendliness of the people living there.					
____(46)	A. City:	1	2	3	4
____(47)	B. Neighborhood:	1	2	3	4
16. City zoning and building controls.					
____(48)	A. City:	1	2	3	4
____(49)	B. Neighborhood:	1	2	3	4
17. Bus service.					
____(50)	A. City:	1	2	3	4
____(51)	B. Neighborhood:	1	2	3	4

	<u>Good</u>	<u>Average</u>	<u>Poor</u>	<u>(No Idea)</u>
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18. Shopping facilities.

(52) City:	1	2	3	4
(53) Neighborhood:	1	2	3	4

19. Work opportunities.

(54) A. City:	1	2	3	4
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(55) 20. Overall, would you say the City of Council Bluffs is headed: (responses read)

- 1 - Strongly upward
- 2 - Generally upward (Ask 20A)
- 3 - Generally downward
- 4 - Strongly downward (Ask 20B)
- 5 - (No Idea) ----- (Skip to 21)

(56) 20A. Why do you think it is headed upward? (open-ended)

(Skip to 21)

(57) 20B. Why do you think it is headed downward? (open-ended)

(58) 21. Overall, would you say your particular neighborhood of Council Bluffs is headed: (responses read)

- 1 - Strongly upward
- 2 - Generally upward (Ask 21A)
- 3 - Generally downward
- 4 - Strongly downward (Ask 21B)
- 5 - (No Idea) ----- (Skip to 22)

(59) 21A. Why do you think it is headed upward? (open-ended)

(Skip to 22)

(60) 21B. Why do you think it is headed downward? (open-ended)